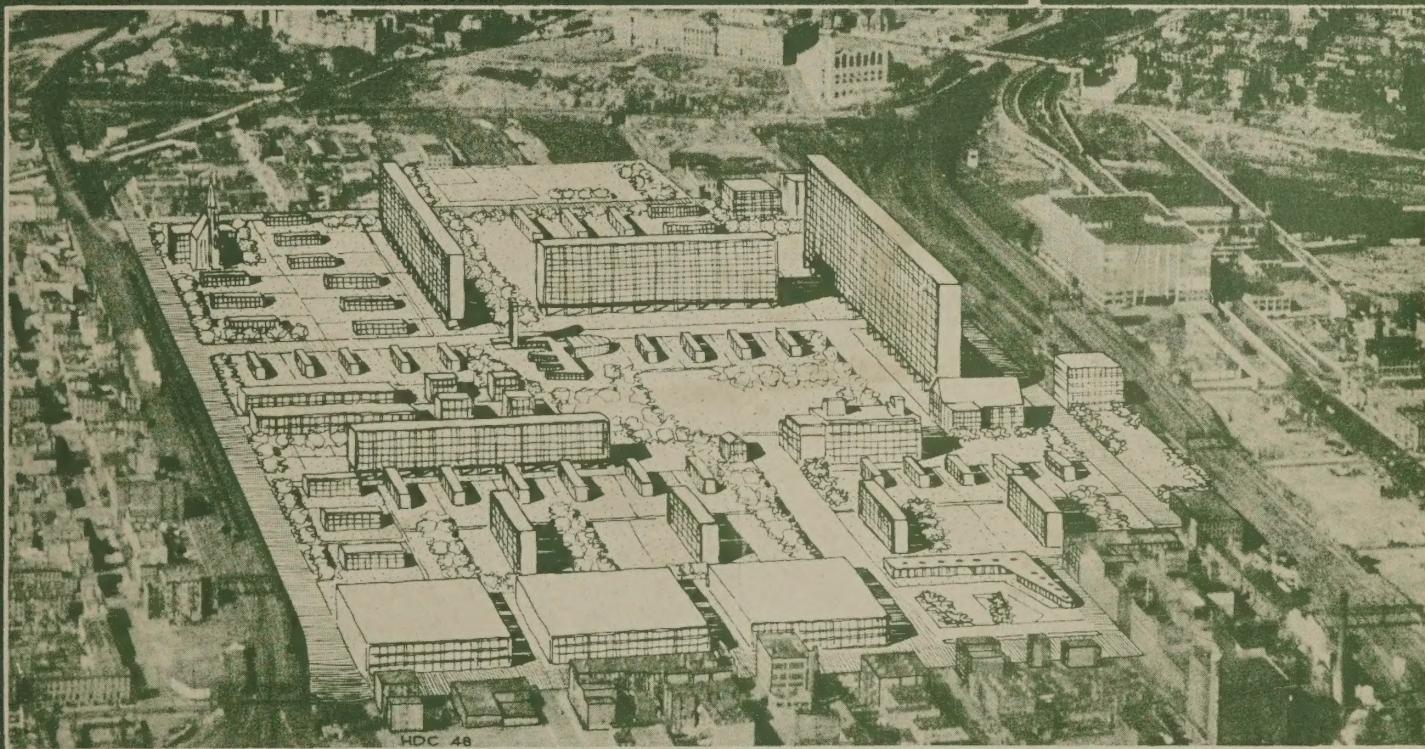


# JERSEY CITY NEW JERSEY



HAMILTON PARK REDEVELOPMENT

COMMISSIONER  
JAMES F. MURRAY  
A REPORT TO THE PLANNING BOARD  
BY CHURCHILL-FULMER ASSOCIATES

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PARKS, RECREATION AREAS AND SCHOOLS

We take this occasion to thank the Jersey City Department of Parks and Public Property for the many occasions on which it made its data and counsel available to the Planning Board.

In particular we wish to express appreciation to Mr. Hugh C. Clarke, City Development Engineer and to Engineering Draftsman Charles Imborone of the Department.

**COMMISSIONER  
JAMES F. MURRAY  
MEMORIAL COLLECTION**







# MASS TEE PLANNING DISTRICTS

NORTH

## RECREATION AREAS AND SCHOOLS





COMMISSIONER

PARKS, RECREATION AREAS AND SCHOOLS

VI-1

JAMES F. MURRAY

MEMORIAL COLLECTION

PARKS, RECREATION AREAS

AND SCHOOLS

American cities, which for decades following the great post-Civil War railroad and industrial boom, built ever-denser warrens of flat and tenement housing amidst ever-wider expanses of concrete and asphalt, have in the mid-Twentieth Century begun to address themselves seriously to the task of bringing back within their borders the greenery, the open lands, the tree-shaded spaces for play and relaxation which were their original heritage.

The occasional formal park or plaza; the vacant lot or narrow schoolyard in which tenement children were allowed to play; the disused industrial tract which did duty as a ball-field -- such fragmentary concessions of this earlier period to the need for outdoor enjoyment -- have in recent years given way to the well-integrated city-wide scheme of parks, woodland reserves, playgrounds and playfields, closely tied in with community life and recognized as one of the major land-uses within the city limits.

Rising standards of living, plus the mobility given by the automobile and by rapid-transit systems, have supplied strong economic incentives for this movement. In measure as a city can provide within its own borders the amenities of open-air recreation and the pleasure of landscaped vistas, it can minimize the exodus of population, followed by industry, which the new technical factors make possible and which has been so damaging to the economic foundation of municipal life. On the continued success of this park and recreation movement depends a large measure of the future financial stability of our towns and cities.

#### RECREATION REQUIREMENTS

This enhanced attention to the question of civic recreation space has naturally brought about a more thorough understanding of the requirements involved. There are many kinds and ages of people in any community whose recreation needs differ; and there are varying factors in neighborhood and civic life which govern the design, arrangement and allocation of public open areas.

Three major classifications of such areas emerge from a study of the subject. Public green areas may be used for active play; they may be devoted to "passive" recreation, rest



and esthetic satisfaction; or they may serve the utilitarian purpose of screening unsightly spots or structures from view.

Active recreation poses demands which vary widely with the peoples' ages. Toddlers and children of kindergarten age should play in small, sheltered places within earshot of mother or supervisor -- the equivalent of the grassy backyards of the days before intensive apartment building. Older children up to 7 or 8 years of age, who have begun to play more energetic games in larger neighborhood groups, should have access to correspondingly larger plots with suitable equipment, although these plots too should be close enough to home so that mothers need not fear the children crossing traffic streets.

Youngsters of grammar school age have reached a degree of independence and vigor in their activities to require for their outlet an actual playground of two or three acres extent, with courts and grounds laid out for organized team games. The increased self-reliance of these boys and girls makes possible the placing of such grounds in more or less central locations, up to half a mile from the outlying homes of the community.

In the outdoor sports activities of highschool youths and young adults, a city's active recreation demands attain maximum scope. Full size athletic fields, with baseball diamonds, football fields and various kinds of court game areas together with dressing, parking and bleacher facilities are needed to handle adequately the league games and tournaments engaged in by these young citizens. Facilities of this degree of completeness require land in plots of five to ten acres and may serve metropolitan populations within a radius up to a mile and a half.

For "all-family" outdoor fun, woodland parks for walking and picnicking are an important asset. In such parks there are generally to be found also boating ponds, bridle paths, nature-study areas and other more specialized outdoor life facilities. Because of the large area necessary for parks of this kind, they are generally planned to serve an entire city and are accessible by auto and public transport system.

Golf courses follow much the same pattern as regards location and service area, and in addition are usually supported at least in part by fees. Large stadia for professional athletic spectacles, where they are not privately owned, fall also into this class of fee-supported facility, generally serving an entire city.



In the realm of passive recreation the range of requirements to be met is much less extensive and the type of facility simpler and more uniform. The basic unit of passive recreation is the old-fashioned neighborhood park -- a pleasantly shaded and landscaped tract, containing walks, benches, flower beds and greens and perhaps a fountain or some similar feature. It may be only a small triangle 50 feet on a side, or it may take in a block of several acres. Its value lies in its intimate relationship with the life of a neighborhood, its easy accessibility to the housewife and to the weary head of the family.

Landscaped grounds for important buildings such as the city hall, although largely inspired by considerations of civic morale and dignity, may partake of this character to some extent and provide a setting for brief rest and relaxation even in the busy center of town.

"Buffer" or "greenbelt" strips have the simplest function of the various kinds of public open areas; they serve principally as protective barriers against railroad yards, industrial structures, heavily travelled highways, or other land-uses antagonistic to a good residential living environment. Buffer strips may consist partly of buildings, as for example properly designed row garages or low storage warehouses, in conjunction with landscaping.

#### STANDARDS FOR RECREATION AREA PLANNING

To aid the planning and allocation of these various recreation areas, studies have been made and standards proposed by organizations connected with public welfare and municipal affairs. The National Recreation Association, for example, has set as a goal the allotment of ten acres of recreation area for every 1,000 dwellers in metropolitan regions. This is substantially beyond the present financial capacity of most American cities, but is a good indication of the requirements that should eventually be met if cities like Jersey City are to retain their population in direct competition with the suburbs, particularly at a time when transportation advances constantly shrink the original time advantage of the in-lying areas.

Another institution, the American Public Health Association, urges only four acres of recreation area per thousand people as necessary for the maintenance of hygienic environment, with a minimum of two per thousand tolerated on a temporary or emergency basis. Three quarters of this area should be devoted to sports and active recreation; the remainder to



sitting parks and landscape beautification.

Requirements for the geographical distribution of these lands have also been systematized. The various sorts of play areas indicated above have a logical relationship to the ages of those who use them.

Athletic fields may well serve people from within a radius of a mile and a half or more, although the total population so served should not exceed 20,000 per field. Ideally, a field of this scope should be located and planned in connection with a highschool.

Playgrounds, on the other hand, which are used by boys and girls under 15 have been found to be of very little use to children living more than a half mile away and should be spaced accordingly throughout the residential portions of a city. Playlots, designed for primary school age children must be even more closely related to neighborhood life; preferably each city block should have its own. "Tot lots" for the smallest children have somewhat different requirements; they may best be located in sitting parks where parents can keep an eye on them. They may also be planned in connection with community and shopping centers where they can be regularly supervised.

Considerable flexibility is possible in the arranging and grouping of various kinds of play areas. Although for convenience in study they have been subdivided into the various classifications, in actual practice they may be combined in any way dictated by the logic of the site and the surrounding territory. By suitable layout, the activities of different age-groups may be accommodated on a single site, provided the area-requirements are met for each. Proper landscaping can serve to insulate rest-areas from the noise and bustle of game fields.

Probably the most useful approach to the problem of allocating and planning recreation areas within the city is through the system of Residential Planning Districts discussed in detail elsewhere in this report. By means of the planning district concept, the over-all mass of the city has been broken down into communities whose needs may be more intelligently determined. The service area of an efficient elementary school tends to provide a workable unit of size for these communities, and also a logical focal point for park, playground and associated facilities.



## THE COMMUNITY-CENTER PRINCIPLE

Much of the rationale of the Master Plan, in fact, is based on the idea of a continued development and strengthening of this type of community nucleus for educational, cultural and social life. The old concept of the school as a collection of classrooms used only for formal educational purposes by pupils of certain ages is giving way to a broader concept of the school as a community building, where the whole family goes for learning, pleasure and association. In many cities, including Jersey City, adult educational, vocational and recreation programs are already opening up the schools to larger and larger segments of the population. Increasingly in the future, auditoriums, workshops and meeting rooms will be part of their regular equipment and will be planned for evening and holiday use by all members of the community.

In keeping with this trend, the Master Plan for recreation areas sets a pattern of ample community center grounds near the geographic centers of the various planning districts. These sites are intended to provide adequate settings for the city's elementary schools and for playgrounds and landscaped park areas.

As the municipal recreation program expands, additional buildings and facilities may be built in suitable relationship to these green areas. Branch libraries should be planned in connection with them. Fraternal and philanthropic organizations should be encouraged to maintain their meeting rooms or more complete establishments in the vicinity. Lastly, wherever possible, sites for these proposed community greens have been selected so as to be in esthetically pleasing relationship to principal existing church edifices. Through a combination of these various influences over a period of years, it is anticipated that vital centers of social and cultural life for the various communities of Jersey City will be brought into existence and will contribute materially to the stability and well being of all the residential neighborhoods.

As rapidly as the construction and administrative program permits, elementary school attendance districts should be modified to correspond with the Residential Planning Districts. This will yield a twofold benefit. Since the planning district pattern has been developed as an expression of the topographical, traffic and functional unity of the various communities of the city, attendance based on this pattern will in the long run prove most convenient and safe to the school population and most efficient administratively. At the same time the sense of neighborhood and community citizenship will



develop most effectively when school life revolves around an accessible and centrally placed educational focus in each community.

In the course of the Planning District study of Jersey City, it was found that 13 existing elementary school sites are well enough located in relation to the potential communities to be retained as permanent elements in the community pattern. Where such correlation of present sites and projected communities was infeasible, new school buildings were proposed as part of the construction of new community centers. 16 such new centers were designated. The actual timetable of this construction would have to be determined as part of the general Board of Education capital improvement program, and the architectural design of each school worked out for its new site, taking into consideration the population characteristics of the district served. In several instances, conversion of existing elementary schools to primary use has been suggested, to provide auxiliary centers for younger children in certain communities whose layout and population-pattern indicate such a need. Once established, the school plant resulting from these measures should remain efficient for a long time, provided the various planning districts are safeguarded from blight and population congestion by means of the measures embodied in the Master Plan program as a whole.

It may also be pointed out that a city composed of communities with logically placed school and community centers is a more economically functioning city. Every dangerous highway intersection eliminated from within a neighborhood, for example, represents a saving of five to ten thousand dollars or more annually in policing costs. Capitalized at 3 or 4 percent, each such saving would economically justify an investment of a quarter to one-third of a million dollars in land and construction needed to effectuate the improvement. The same principle applies to other municipal services, as recreation supervision, fire control, etc.

In addition to the main park-school-recreation center in each community, detached playgrounds, sitting parks or other green areas have been designated throughout the various planning districts in accordance with topography, street pattern or other local factors. Buffer strips have been proposed wherever bordering undesirable land uses have lowered the livability and value of portions of neighborhoods. In many instances these strips may serve a dual purpose by providing sites for playlots, benches, greens, etc., so that they form a part of the recreation area available for the community.



## PROPOSED INCREASE IN GREEN AREAS

As a result of the consistent application of these principles throughout the 22 residential planning districts of the Master Plan, substantial changes are projected in the amount and distribution of public open areas in Jersey City. To the present total of 486 acres of such lands, it is proposed to add 824 all told, bringing the grand total up to 1,310, an increase to about  $2\frac{1}{2}$  times the existing area. This increase raises the public open area proportion within the city limits from its present figure of 1.6 per thousand population, which is below the tolerable minimum recommended by the American Public Health Association, to 4.1, which is slightly above the average satisfactory figure for a densely settled metropolitan area. In terms of geographical coverage, this figure represents 15 percent of the gross developed land of all kinds in the city. This is slightly less than the space occupied by streets and highways.

Somewhat over half of the added area, or 438 acres, is made up of three recreation facilities designed to serve the city as a whole. The largest is a proposed 324-acre golf course and airpark occupying the cheap and otherwise unusable lowlands of the Tonnele meadows. Proper utilization of this land will require a scientific system of garbage and refuse incineration and waste disposal for Jersey City and adjoining communities, but this is a necessity in any case and must be achieved in the long run. Reclamation of the Tonnele meadows in this fashion is also a prerequisite for the redevelopment of the entire western slope of Hudson City (see RESIDENTIAL PLANNING DISTRICTS) -- an operation which is potentially capable of adding to the city's ratables a sum many times greater than the present assessed value of the meadowland involved.

Two parcels totalling 96 acres are recommended to be added to the Lincoln Park waterfront section: one, the 30-acre tract lying between the park and the Holy Name Cemetery property; the other, the 67-acre tract extending southward toward Droyer's Point. These tracts are at present among the cheapest lands in the city and are elsewhere shown to be neither properly situated nor necessary for industrial occupancy (see WATERFRONT, MANUFACTURING AND HEAVY COMMERCE). Although the present western portion of the Park is now only partially developed, this area constitutes the city's only recreational outlet to the waterfront, and in time it should become progressively more important. The Tri-State Sanitation Commission's program calls for the eventual elimination of pollution in Hudson Valley streams and harbors, and eventually this will make possible a revival of boating and swimming sports in connection with waterfront parks.



A third important tract proposed for addition to the city-wide facilities is the 18-acre Civic Center site projected on the Island and along the hillcrest overlooking the present Waldo Yards. This will be found discussed under a separate section.

The remaining 386 acres of proposed new recreation area is allotted two-thirds to neighborhood or community parks, school sites, playgrounds, etc., and one-third to larger playfields and parks serving entire sections of the city. The former class of facility is extensively discussed for each community in the Chapter devoted to Residential Planning Districts. It should be noted that block playlots for primary school-age youngsters have not been indicated in the Master Plan and are not included in the computations of this chapter. The acquisition and designing of these lots is considered to be a part of the routine activity of the City Recreation Bureau. A minimum of one playlot to every other average residential block is recommended, and the lots should be acquired as rapidly as financial circumstances permit.

The outstanding Jersey City model for an athletic field -- a typical "sectional" recreation facility -- is Pershing Field, with its 11 acres of baseball diamonds, football and track stadium, field house and other equipment. It is well located in the residential heart of Hudson City, but must serve a population of about 70,000 -- several times more than its effective capacity, rated according to the standards set by the National Recreation Association.

Montgomery Park, 18 acres in extent, performs the same function for Downtown and has a somewhat better ratio of area to population served. However, it is located in the center of an industrial district, convenient enough for industrial teams, but away from the residential area it is intended to serve.

In Lincoln Park, 25 acres have been set aside for athletic fields of various kinds. The population of the Bergen section, to which these fields are most accessible, is about 77,000, which could well make use of twice the sports acreage now provided; and in addition recreation seekers from elsewhere in the city come to Lincoln Park because of scarcity of local facilities.

No other athletic centers of this classification exist in the city, their place being filled by a sprinkling of large playgrounds and of "sandlot" diamonds, many of them located rather in industrial tracts than in relation to residential neighborhoods.



To remedy this deficiency, some 56 acres of new play-fields, as well as about 74 acres of sectional park grounds, are proposed throughout the various sections of the city. Ideally, as mentioned previously, the playfields should be located in close connection with highschool sites and should form parts of the educational and recreational centers for major sections of the city. Jersey City's dense population and the obstacle of land costs made this difficult, however, except perhaps in one instance. Instead, playfields wherever feasible have been proposed in low-cost peripheral tracts, where they would be reasonably accessible to residential areas and would at the same time serve as part of the system of park buffers against industrial blight. They would also thus be available for the occasional use of industrial league sports. With proper landscaping and simple parking and bleacher equipment, such fields could form pleasant community assets and would encourage family spectator participation in the sports of the young men and women of Jersey City.

#### Sectional Park Facilities

In Hudson City, some 25 acres of playfield are proposed as part of a buffer park strip lying between Tonnele Avenue and the line of the Susquehanna and Western Railroad. With the completion of the trans-Meadow highway (New Jersey State Route #100), and the resulting de-commercialization of Tonnele Avenue, this park and playfield strip could become conveniently accessible to Hudson City dwellers and also form an important part of a redevelopment program for the entire western slope.

Central Hill, by definition a densely populated business and administrative core of the city (see discussion under RESIDENTIAL PLANNING DISTRICTS), offers no feasible site for an athletic field, and the Master Plan contemplates no attempt to provide one in view of the increasingly metropolitan character of the life here. However, the hillside park proposed on the site of the present Waldo Yards would increase the area of green recreation space accessible to the people of this section from its present low of 0.01 acres per thousand to 1.26.

In Greenville, which, with the exception of Central Hill, has at present the lowest playfield-to-population ratio in the city (0.05 acres per thousand population), about 31 acres of athletic field are earmarked. The largest unit is called for at the foot of the city, between the proposed realignment of Garfield and Ocean Avenues, on low-cost land on both sides of the Pennsylvania and Lehigh Valley rights-of-way. This large tract is convenient to most of Greenville over the



transit lines of Old Bergen, Jackson, Ocean and Garfield Avenues.

On the easterly side of Greenville, an 8-acre playfield is proposed immediately south of the New York Bay cemetery, forming an additional effective buffer against the railroad trunk lines to the east.

On the west side of Greenville, a 10-acre athletic field is suggested diagonally opposite the Roosevelt Stadium grounds, south of Danforth Avenue, and forming part of the greenbelt protection of the proposed Romar community.

In the Downtown section, Montgomery Park will continue to function as a major sports area for young adults' games. In addition, the 32 acres of underdeveloped lands south of the park to Fairmount Avenue are earmarked for ultimate park, public housing or similar development in which a substantial proportion of open recreation space should be included. The exact layout and use of this area will of necessity be determined by future circumstances.

It is further suggested that PS #5, at Marseles and Fourth Streets, be converted for use as a highschool serving all of Downtown. In this event, the remainder of the block in which the school building stands and the small irregular block to the north should be acquired and thrown into an adequate school ground. Mary Benson Park, adjoining the school to the west, could then be converted entirely into an athletic field, and the whole unit would form a suitable highschool-recreation-ground focus for all of Downtown.

#### A "Central Park" for Jersey City

Conversion of most of the present Waldo yards into a hillside "Central Park" would further enhance this green redevelopment of the heart of the city. Eventual abandonment of the Pennsylvania Railroad Avenue spur, with its several connecting links, if feasible, would release the largest part of the Waldo yard area for other use. Through appropriate landscape design the remaining Hudson and Manhattan, National Docks and Pennsylvania 6th Street rights-of-way could be planted out and 19 acres of hillside park created in this prominent section. Beside forming a distinctive setting for the proposed Civic Center at the brow of the hill, this park would mitigate an industrial intrusion into the center of the city, which has separated Downtown from the newer Central Hill area and has been a major cause of the deterioration of the older portion of the city.



The total assessment of the lands, including improvements, required for this program in its entirety is \$20,000,000 on the basis of the 1947 tax rolls. Twenty-six community center-schoolground sites, seventeen completely new and the rest expansions of existing sites, account for 28 percent of this cost, although they represent but 11 percent of the total area involved. By contrast, the proposed additional "city-wide" park and recreational areas, which make up 53 percent of the geographical total, represent only 13 percent of the assessed values. This is so because of the cheapness of the outlying lands in large tracts which can be utilized for such facilities as the proposed golf course and extensions of Lincoln Park. This cheapness, however, is a reflection of the general inaccessibility and inconvenience of such lands, and for this reason the recreational uses to which they can be put are limited. Being distant from the homes in most of the residential parts of the city, they cannot provide a setting for the daily rest and recreation periods of the average citizen.

A proposed investment of \$4,343,000 in 130 acres of sites for large sectional parks and athletic fields represents the third heaviest item on the proposed schedule of land acquisition. The average cost of 77¢ per square foot reflects the relatively undeveloped and peripheral status of lands selected for this purpose. This block of lands, however, is capable of filling an important gap in the city's recreational needs -- that formed by the deficiency of playfields and athletic centers conveniently located with respect to all residential sections, as discussed previously.

The costliest single tract of land in the program is the 18-acre site of the projected Civic Center. At an average value of \$1.55 per square foot this site represents a total assessment figure of \$1,212,000. However, in view of the ultimate importance and desirability of the projected Civic Center, its city-wide utility and the value and permanence of the buildings which would be placed there, this sum does not seem unwarranted.

The entire cost of the development, furthermore, need not be borne by the city as Federal, State, County and other agencies would logically participate in accordance with their needs. Lastly, there is an excellent probability that a large proportion of the ratables removed from the tax rolls by the development eventually would be recovered for the city through the stimulation of adjacent new construction at higher density (see the discussion of Central Hill under RESIDENTIAL PLANNING DISTRICTS).



### Community Facilities

The school and community center greens, however, constitute the real working heart of the recreation-area program. These community open areas, if they are to function effectively, must be situated at focal points in residential neighborhoods where they can provide the setting for much of the educational, cultural and social life of the people, in pleasant and convenient surroundings (see the discussion under RESIDENTIAL PLANNING DISTRICTS). Such sites are of necessity somewhat costly; however, by careful selection and by the incorporation wherever possible of little-used streets and other public areas, the average assessment of tracts recommended for this purpose has been held to \$1.50 per square foot, which is moderate for residential portions of the city.

Next to the community-center grounds, "buffer" tracts represent the largest item on the list of proposed recreation area acquisitions. This investment may be considered from the accounting point of view as essential insurance against the deterioration of property values within the various residential planning districts, as a result of unfavorable surrounding conditions. Without such insurance, efforts to achieve improvement within the districts would be constantly endangered by uncontrollable factors from without. Since the combined assessments of the proposed buffer strips represent on the order of 2 percent of the present total value of the properties they are designed to protect, this "insurance cost" seems reasonable.

Even this cost may be reduced materially by a long-term policy of tax-delinquent property acquisition and consolidation. Since most buffer properties by their location (bordering railroad cuts or industrial yards, etc.) tend to deteriorate more rapidly than the average city property, they are subject to a higher-than-average incidence of tax delinquency, and so may be acquired by the city frequently without cash expenditures. In addition, buffer strips may be set up in many instances to serve as parking or garage compounds, and as such may be partially self-liquidating. The recent New Jersey enabling act empowering municipalities to create parking authorities offers a legal means of creating such facilities (Revised Statutes 40:11A-1).

Lastly, buffer strips in many instances may also be laid out to provide playlot and sitting green sites, and so make a dual contribution to a good residential neighborhood life.

As a result of the generous Master Plan provisions for community center grounds and buffer tracts, a comparatively



small investment in local park and playground sites has been found necessary; these two total only 7 percent of the program area-wise and represent only 14 percent of the acquisition costs. Since the proposed community-center sites provide for ample school-supervised playgrounds and are intended also to act as neighborhood parks, duplicating facilities have been provided only where special circumstances indicate.

#### IMPROVEMENT AND MAINTENANCE COSTS

Assessment figures of course are only a partial indication of the expenses involved in this recreation-area program, although as far as the market-value of land is concerned the evidence is that they are a realistic index, especially for vacant sites (see the discussion under "Taxes and the Planning Program" in the chapter ECONOMIC BACKGROUND).

To the land-costs must be added the costs of landscaping, park facility construction and demolition where necessary. These vary considerably, depending on the terrain and the kind of park, whether predominantly natural woodland as in the case of larger county parks, or laid out with walks, game-courts and recreation equipment as in urban community greens. In the former case, development charges might average as low as 15 to 30¢ per square foot; in the latter they might reach 70 or 80¢ (1948).

Most community-type recreation areas -- small parks, playgrounds and community greens -- would of necessity be intensively developed. In addition, demolition of existing structures would usually be necessary on such sites. Based on the average block coverage and height of Jersey City buildings and assuming demolition costs of  $2\frac{1}{2}$ ¢ per cubic foot, this operation would add a unit area cost of 30¢ per square foot to the other charges, bringing the total unit area cost up to about \$2.30 per square foot for this general type of recreation area in Jersey City.

For the larger sectional parks, 50¢ per square foot is the estimated demolition and improvement cost, resulting in a final unit figure of \$1.25 per square foot.

Table I presents a statistical summary of the proposed park and recreation area program based on estimates of this kind. It must be emphasized that the figures quoted are intended to serve only as a rough yardstick of the order of magnitude of the expenditures involved. Actual costs can only be determined as each park or playground is surveyed and



## PARKS, RECREATION AREAS AND SCHOOLS

VI

I  
 PROPOSED NEW PARK AND RECREATION AREAS FOR JERSEY CITY  
 Acreages and Estimated Costs, by Type of Facility

	Serving Whole City	Serving the Sections	Serving Parks	Planning Commu- nity Greens	Buffer Strips	Districts Sub- Total	
No. of Separate Areas....	3	11	(19)	(8)	(24)	(87)	138
Acreas...	439	130	(38)	(15)	(87)	(115)	255
% of All Areas by Size.....	53	16	(5)	(2)	(11)	(14)	32
Av. Rate of Assess- ment <u>1/..</u>	.13	.77	1.24	.96	1.50	.96	1.18
Assess- ment <u>2/..</u>	2,516	4,343(2,102)	(625)(5,657)(4,788)	13,172	20,009		
% of All Assess- ment.....	13	22	(11)	(3)	(28)	(24)	66
Est. Unit Cost of Demoli- tion <u>1/..</u>	0.01	0.10	0.25	0.20	0.30	0.20	-
Est. Unit Cost of Improve- ment <u>1/..</u>	0.30*	0.40	0.80	0.80	0.80	0.40	-
Est. Total Unit Cost	0.44*	1.27	2.29	1.96	2.60	1.76	-
Est. Total Cost <u>1/..</u>	8,400	7,170(3,780)	(1,280)(9,460)(8,800)	23,320	38,890		

1/ In dollars per square foot.2/ In thousands of dollars.

\* Excluding Civic Center.



designed by landscape engineers and architects.

Carrying and maintenance charges must also form a major consideration in the study of such a program. In this connection, however, compensating factors discussed repeatedly through this report may be reiterated: Improvements to the physical plant and layout of the city, if planned from the point of view of over-all civic efficiency, may permanently reduce the need for safety, supervisory and maintenance personnel to a degree that largely compensates for maintenance and carrying charges connected with the improvement. Furthermore, values spent may be partially retrieved through the appreciation of ratables on adjacent private properties.

The community greens, playgrounds, etc. of Jersey City should be designed and administered with this as a guiding principle. Adequate space and proper planning with relation to neighborhood needs wherever possible should take the place of elaborate equipment and paid supervisory staffs. To as great an extent as possible, voluntary neighborhood groups should be encouraged to handle whatever organized neighborhood recreation activities are necessary.

With this principle in mind, a parks and recreation areas program involving an expenditure on the order of \$39 millions, prorated over a 40-year period (about a million a year) assumes less formidable proportions, even though the city's annual expenditures in this department to date have been only in the neighborhood of half to three-quarters of a million dollars. If, at the same time, increasing municipal revenues resulting from appreciation of property values due to planned park improvements are taken into consideration, the financial feasibility of the program becomes even more favorable.

Perhaps no other activity of the municipal government is so directly involved in the establishment of values for good living in Jersey City as the provision of adequate recreation facilities. A clue to the importance which the average citizen attaches to recreation is contained in the estimate that he spends approximately four millions annually for commercial recreation in Jersey City, not counting expenditures elsewhere. This sum alone considerably exceeds that necessary to finance and amortize the capital expense of a parks and recreation area program of the scope outlined in this report. Thus it would appear that the provision of an adequate physical basis for healthful city-wide outdoor recreation is well within the capacity of the people of Jersey City, provided they are convinced of the desirability of such an undertaking.



CIVIC AND CULTURAL CENTER



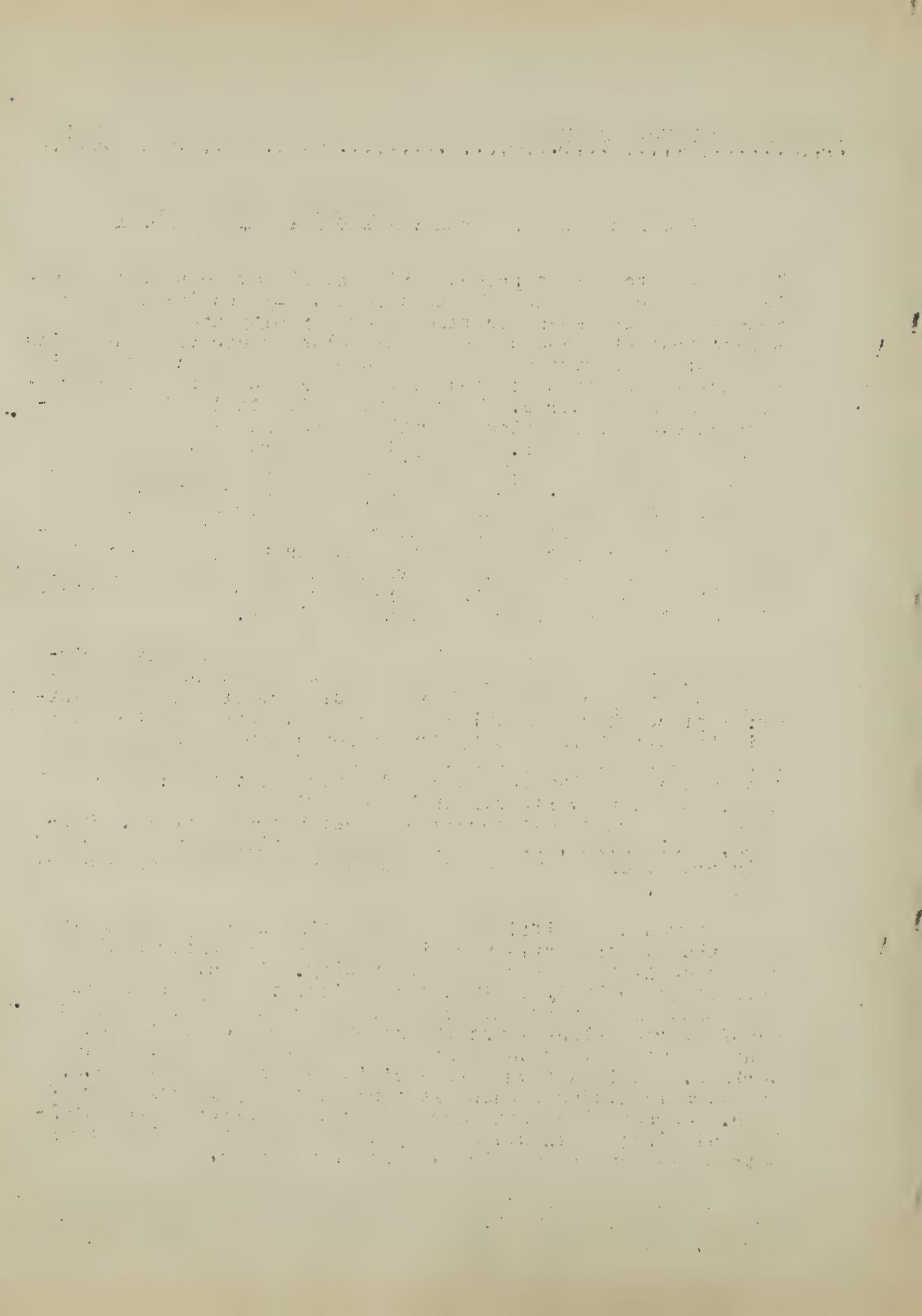
C I V I C   A N D   C U L T U R A L   C E N T E R

In the chapters that precede this one we have examined a number of aspects of the city as a whole. Let us imagine for a moment that the economic base of Jersey City had been made sound; that its land use had been balanced and clarified; its transportation system rationalized and completed; its housing reconstructed and protected by proper zoning; and its recreational needs answered. There would still be lacking one essential element to bring everything together into a unified city -- a City Center. In physical appearance Jersey City stretches on and on, its buildings more or less the same in height and spacing. There is one important accent where the Medical Center rises with a certain magnificence above the Hill, another where Journal Square breaks the line. But because of their special character and function, neither of these furnishes the kind of physical and spiritual climax that the city needs to focus the many-sided interests and activities of its three hundred thousand citizens.

Throughout our discussion of Residential Planning Districts we have developed the idea that even a unit as small as a community of neighborhoods should orient toward a Center: a place where community life can develop. Far from conflicting with this, a City Center would supplement the many neighborhood centers, would have the effect of stimulating them and augmenting the scope of their activities. Furthermore, some worthwhile cultural and civic services are too large to be sustained purely on a neighborhood scale. Museums, music halls, juridical and legislative chambers are of this order; and they should be provided centrally on a city-wide basis.

It would be difficult to overestimate the profound effect that an appropriate civic and cultural center would have on the quality and tone of Jersey City. We have seen that this is essentially an industrial city, its outward aspect determined mainly by the acres of railroad yards, the huge manufacturing plants, and the stretches of tenements and houses that shelter the most basic strata of metropolitan workmen. It is a town with a civic liveliness of its own, but largely hidden because it finds little physical expression. Jersey City needs more indigenous cultural and intellectual life; it should not depend so heavily on the nearby metropolis for stimulation and for facilities.

A new and impressive Center would provide a powerful lever for overcoming inertia and building up a sense of Civic morale. In place of a tendency toward leaving the city, there



would be a well founded pride in it and a loyalty to it. Together with the broad program of residential community improvement, a fully developed cultural center in Jersey City should attract inhabitants with the means to support a better kind of community.

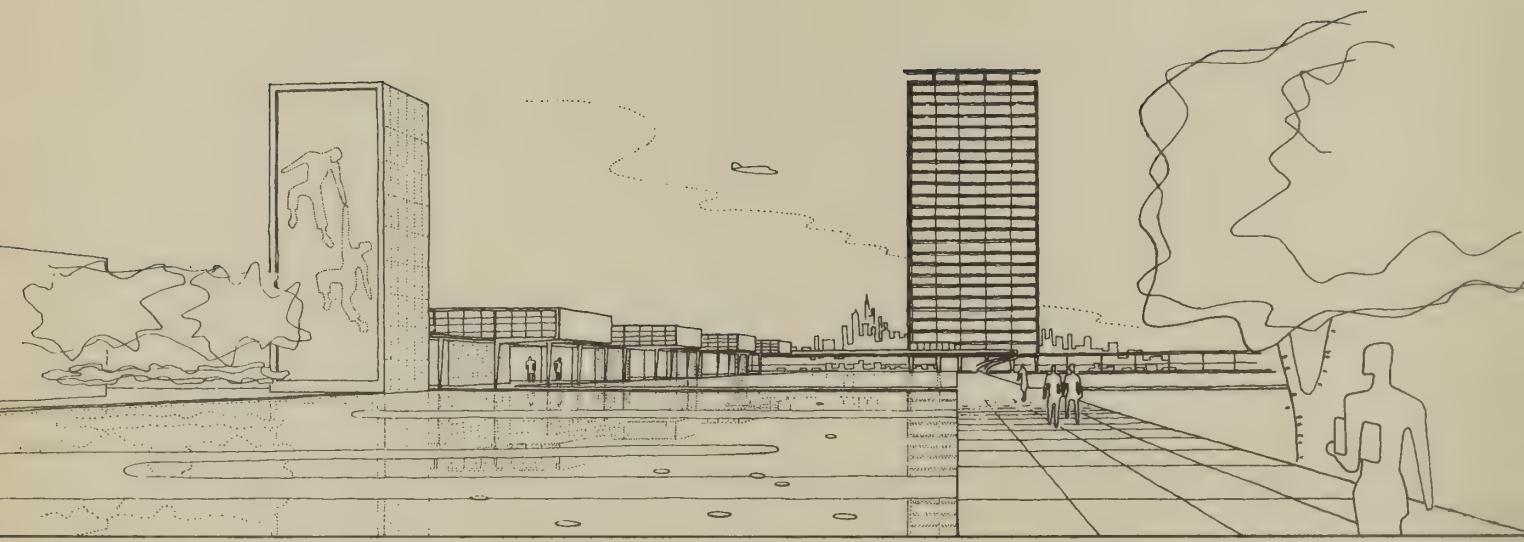
We are not advocating a quixotic competition with Manhattan across the river for the cultural hegemony of the east. We have in mind rather cities comparable in size to Jersey City and smaller which have become known for the high quality of their cultural facilities: Rochester, N.Y. with its music; Cranbrook, Mich. with its arts; White Plains, N.Y. with the Westchester County Center. Other communities like Tallahassee, Fla.; Dayton, Ohio; and Lansing, Mich. are now in the midst of fairly extensive civic center development. Particularly in relation to the communities immediately around Jersey City, however, is improvement here an urgent necessity; we have explained the reasons for this throughout our report.

What Belongs in the Center. Not all civic and cultural functions can best be carried out in the central location. A Main Post Office, a War Department Induction Center, a Coast Guard installation, or a storage building for the Park Department obviously might more appropriately be placed elsewhere in the city. On the other hand there are considerable efficiencies and conveniences that accompany the bringing together of related agencies.

The present dispersion of city, county, state and federal agencies about the city is the result of old functions growing and new ones being added at such a rate that quarters had to be accepted wherever offered, more often than not in structures inadequately designed for the demands made on them.

A casual look at the telephone confirms this scattering of departments in striking fashion. Leaving aside places properly located away from the center because of their function, there remain (1948) nearly forty separate addresses in the listings. City departments are listed in nine places, County in another seven, State in fourteen and Federal in seven.

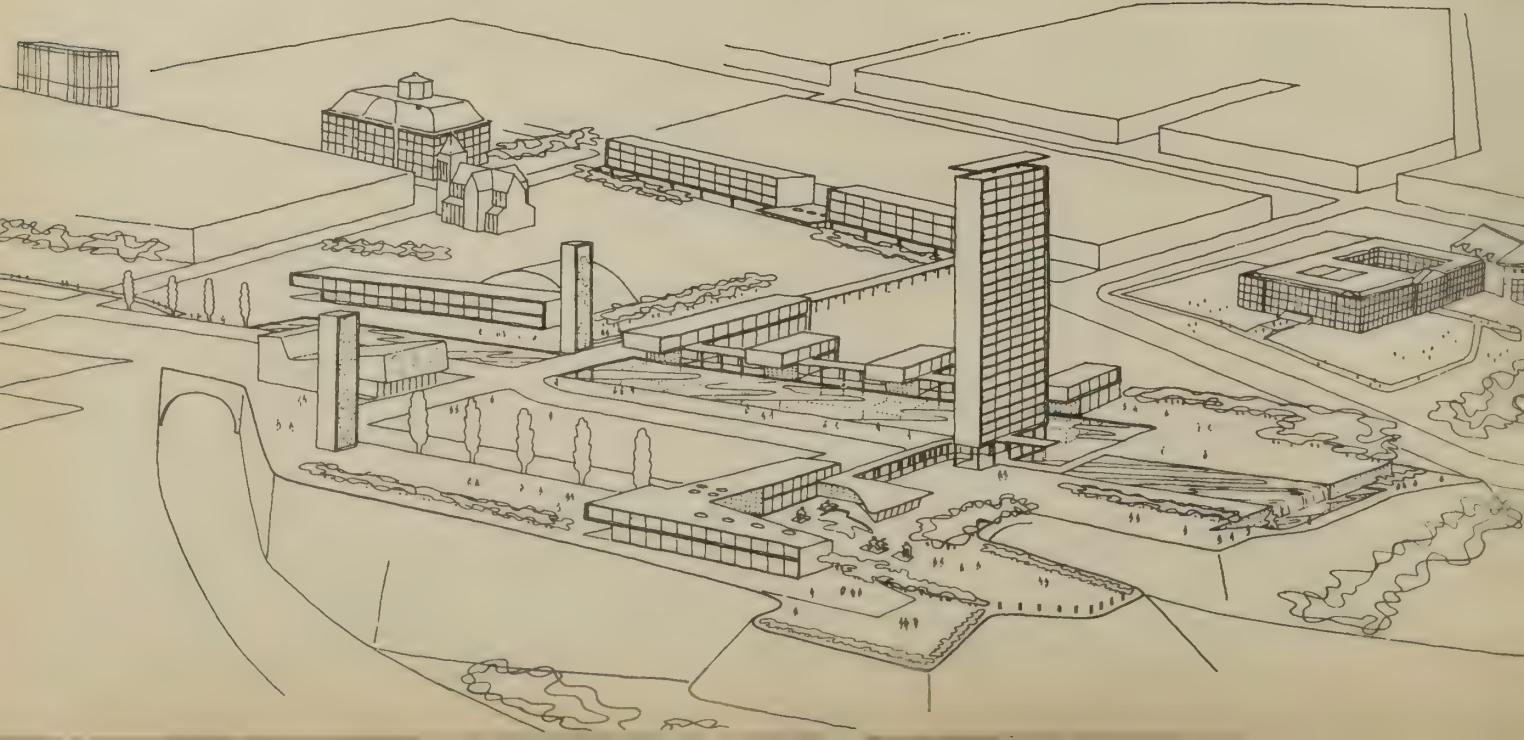
This arrangement is triply inefficient: first, because of the impossibility of unifying the operations of any one governmental unit; second, because of the awkwardness of liaison between the various agencies; and third, because of the multiplicity of rents that the governing bodies have to pay out. More than one city, after an accurate survey of a similar condition, has found it cheapest in the long run to collect all the scattered departments into one municipally built



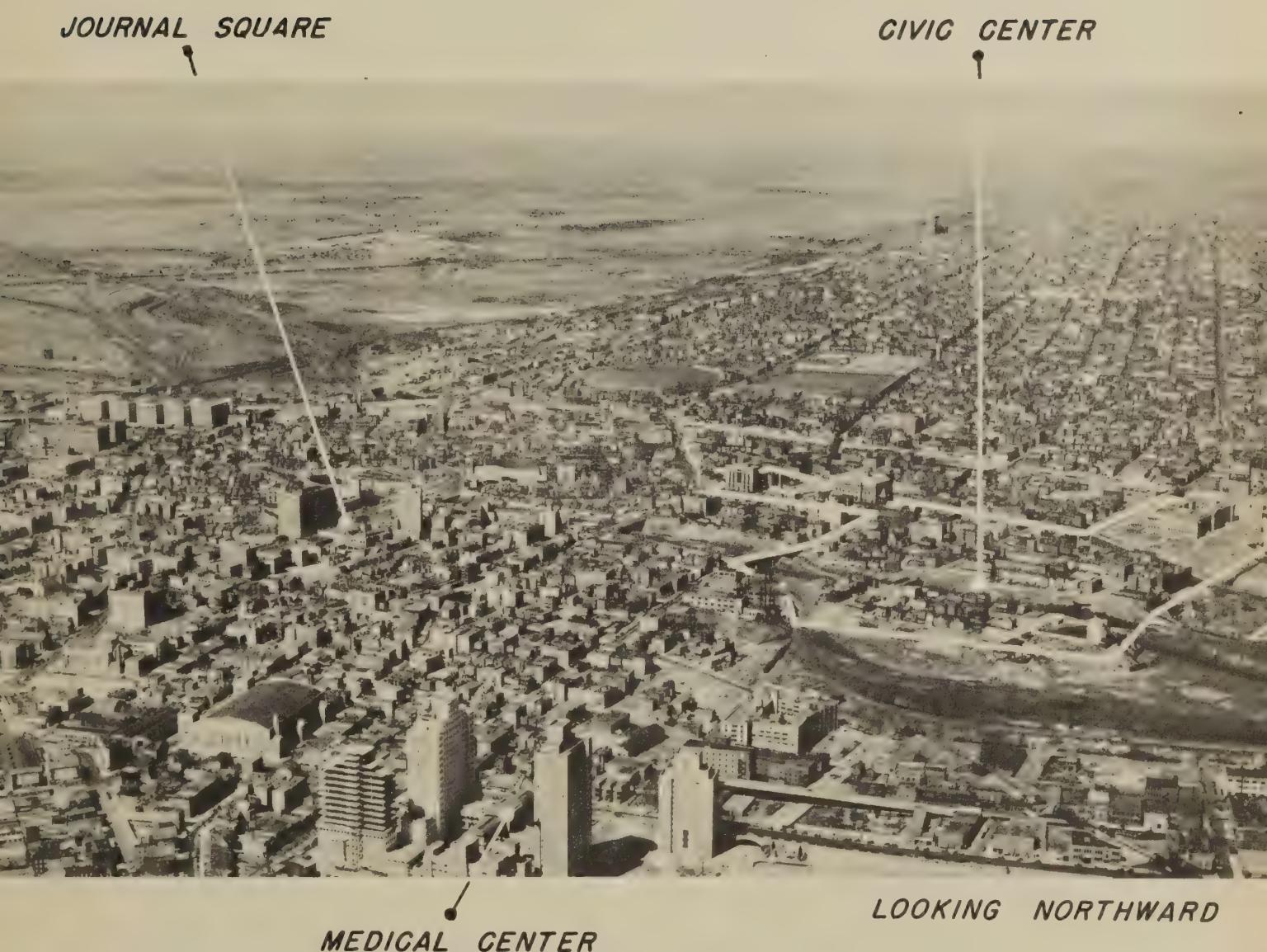
▲ VIEW EAST ALONG REFLECTING POOL

STUDY-CIVIC AND CULTURAL CENTER FOR JERSEY CITY  
CHURCHILL - FULMER ASSOCIATES NEW YORK CITY

SKETCH OF SITE LOOKING NORTH ▾



# SITE LOCATION OF CIVIC CENTER -- IN RELATION TO JERSEY CITY



LOOKING NORTHWARD

MEDICAL CENTER

CHURCHILL-FULMER ASSOCIATES CITY PLANNING CONSULTANTS  
NEW YORK CITY

FAIRCHILD AERIAL SURVEYS INC. N.Y.C.



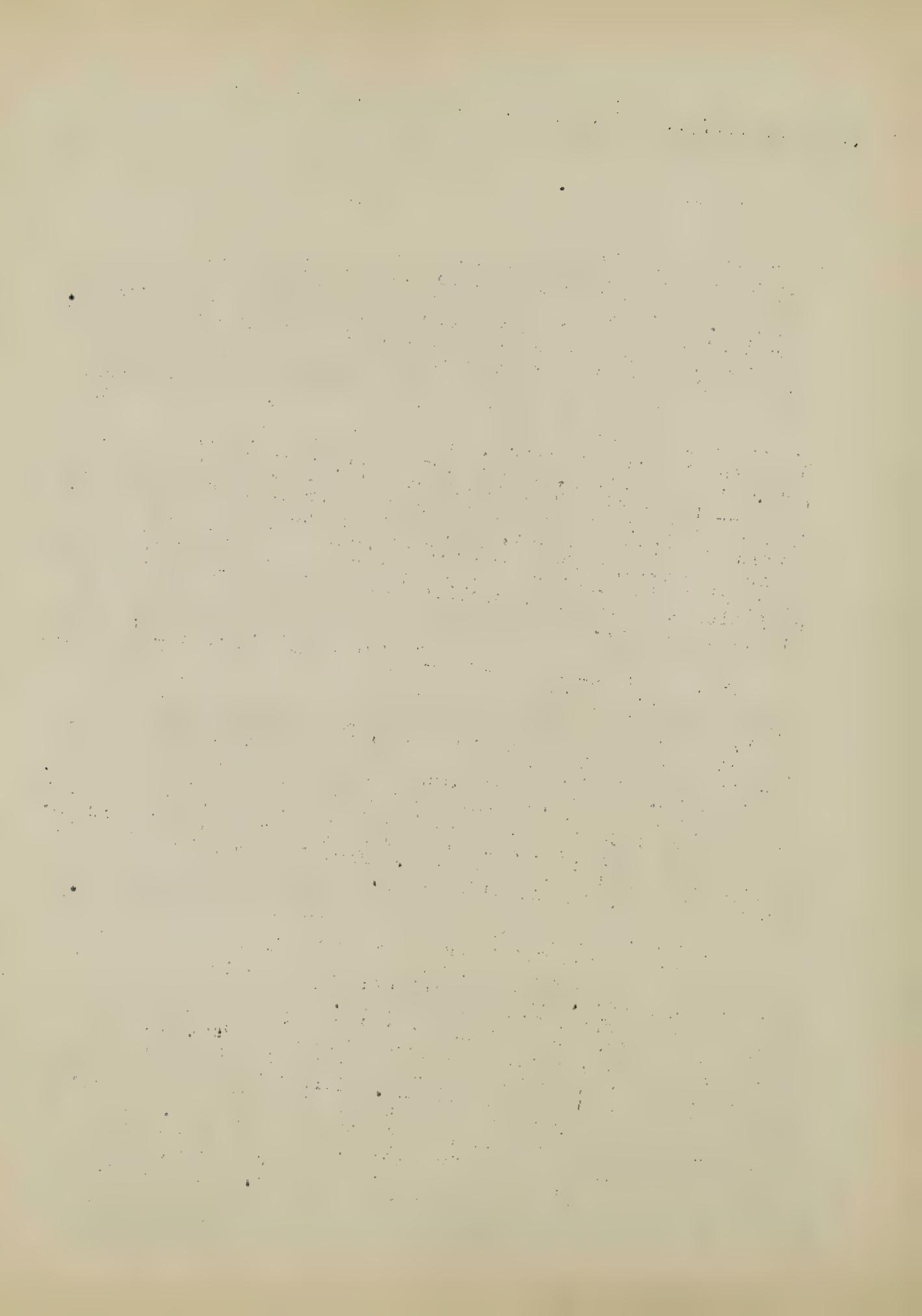
and owned civic center.

A survey of this kind for Jersey City would be premature at the present stage of the planning program. The scheme which we are about to present, therefore, must be considered nothing more than an illustration of the kind of Center we recommend. Its exact magnitude and its details will have to be decided when the financial and economic position of the city has strengthened to the point where development of a center can seriously be considered.

The following sketch study is to be considered accordingly not as a specific design proposal but as illustrative of the esthetic and architectural potentialities of such a project. In this study, the central civic facilities and the cultural facilities have been brought into a single grouping. We felt that if the two functions were properly articulated within the single Center, they would in no way suffer from their contiguity; the total effect would gain greatly, however, since the area resulting from the unification would be sufficiently large to establish its unique character and distinctive quality.

A New Civic and Cultural Center for Jersey City (see figure VIII). Rising from the crest of the Palisades to dominate Newark Avenue, historic pathway from the Harbor to the Hill, the new Center creates an impressive tie between the Medical Center group on the south, Dickinson High on the north and the Journal Square skyscrapers in the background. The restful lines of its spreading buildings are accentuated by an arresting tower building that rises to command the group. From Journal Square, a broad landscaped walk alongside a new drive leads gently downward, crossing Summit and Baldwin Avenues on pedestrian overpasses. From this approach the whole center is seen in one wide sweep.

Two axial lines cross at right angles near the middle of the area. The first one continues in direct line with the approach way and is aimed at the distant pinnacles of lower Manhattan. A long reflecting pool points this direction with a glistening silver line. Half straddling the pool, its sheer lines reflected again below the water's surface is the lofty tower building sharp against the hazy background of Downtown Jersey City, the Hudson River and the Wall Street pyramid (see figures IX and X). Half way down the pool a War Memorial Monument echoes the rectangular form of the main tower and marks the crossing of the second axis. A second memorial tower at the southerly end of this second axis orients the lateral view toward the magnificent architectural masses of the Jersey City Medical Center. Northward, the



second axis leads across Newark Avenue to the central entrance of Hudson Gardens. Vanished from view is the Pennsylvania Railroad cut, which has been covered over and landscaped in the fashion of Riverside Drive in Manhattan.

The main municipal buildings are rhythmically spaced along the north side of the reflecting pool and are conveniently linked together by a pergola that threads continuously through the entire civic and cultural center (see figure X). Here are gathered all the city departments: executive legislative and judiciary with central offices for the police, fire, education and welfare departments as well. Connected by a bridge across the reflecting pool, the office tower is part of this group and provides ample additional office space for all. A spacious assembly hall near the middle of the city group accommodates large numbers of people on special occasions.

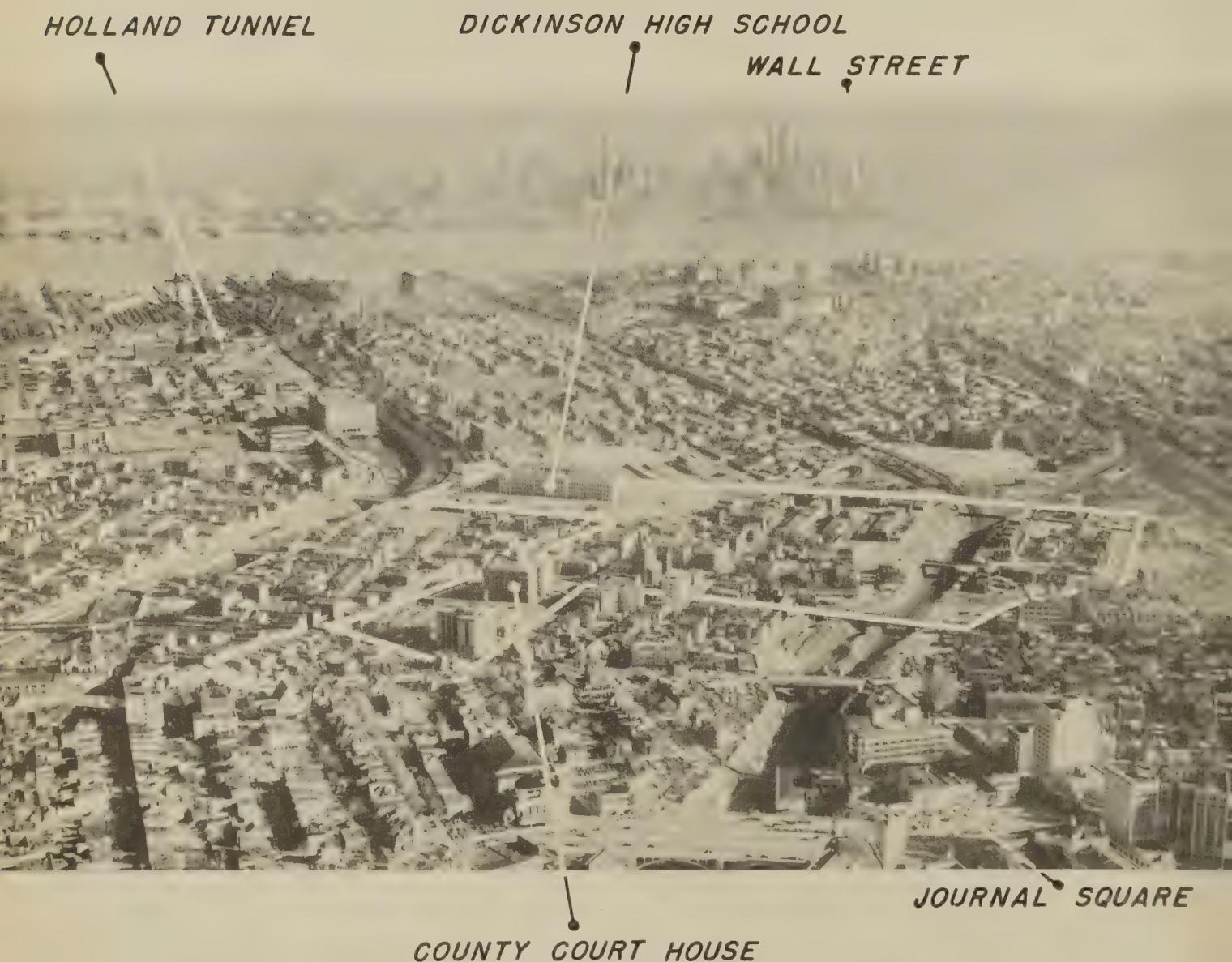
Extending north and west from the municipal group toward the existing County Court House, there is a line of office buildings for federal, state and county agencies. These enclose a large area, green with grass and trees, to set off a fine existing church group; other religious buildings might be added here from time to time.

South of the reflecting pool is the new cultural center, situated on a piece of land at present known as "the island," but to be completely connected by covering the railroad cut. This group of buildings may be used by day and by evening throughout the week. A large auditorium doubles for music and for theater. At the Palisade's edge is a museum of industry, history and art, which opens onto a large public park extending the full width of the center. It is the kind of park to which a family might come for a whole Sunday afternoon, with cafeteria, shade trees, flagstoned terraces, sculptures, tea garden, waterfall fountains and indoor galleries. There is ample room in the cultural wing for the further development of this group should a music conservatory or a junior college be established, or if an institute of science and industrial arts should be founded to aid the city's industries.

In addition to the covered pedestrian way already referred to, all the buildings are reached directly by automobile lanes and are provided with sufficient adjacent parking space for all the regular personnel and visitors. The whole center is open to the public; and its extensive grounds, set with many shade trees and benches, provide a beautiful and restful park close to the business hub of the county.

# SITE LOCATION OF CIVIC CENTER

-- IN RELATION TO THE PORT



CHURCHILL-FULMER ASSOCIATES CITY PLANNING CONSULTANTS  
NEW YORK CITY

FAIRCHILD AERIAL SURVEYS, INC. N.Y.C.

The Site. The site upon which the foregoing study was based, having been selected in a preliminary investigation, is somewhat larger than the Civic Center site as finally proposed in the present report and as shown in the Master Plan (see Chapter VI). However, since the general location and shape is practically the same, the design principles discussed are substantially applicable to either. As finally selected, the proposed Civic Center area includes 18 acres of land lying along the crest of the slope above the Waldo Yards and the Jersey City cemetery. It takes in the five blocks bounded by Waldo, Chestnut and Newark Avenues and Trenton Street, and also extends westward between Newark and Pavonia Avenues to the site of the present Court House, forming an "L".

This area is relatively undeveloped at present and houses a comparatively small number of residents (400 families). It has few recent structures or large and valuable ones that need be disturbed. It is extremely well situated with respect to lines of transportation, being within easy walking distance of the Journal Square transit web. It is well related to the existing county buildings and would include them in its composition without special effort. It seems to fit in perfectly with the likely future development of the whole Hill area around Journal Square. Finally, few sites anywhere surpass this one in potential magnificence. Seen clearly from three sides it rises Acropolis-like above the flatlands, imposing even without distinguished buildings on it. From its eminence the site surveys a fascinating section of the city and looks out toward the harbor and the magical cliffs of its sister city across the river.



## SELECTED HIGHWAY PROBLEMS

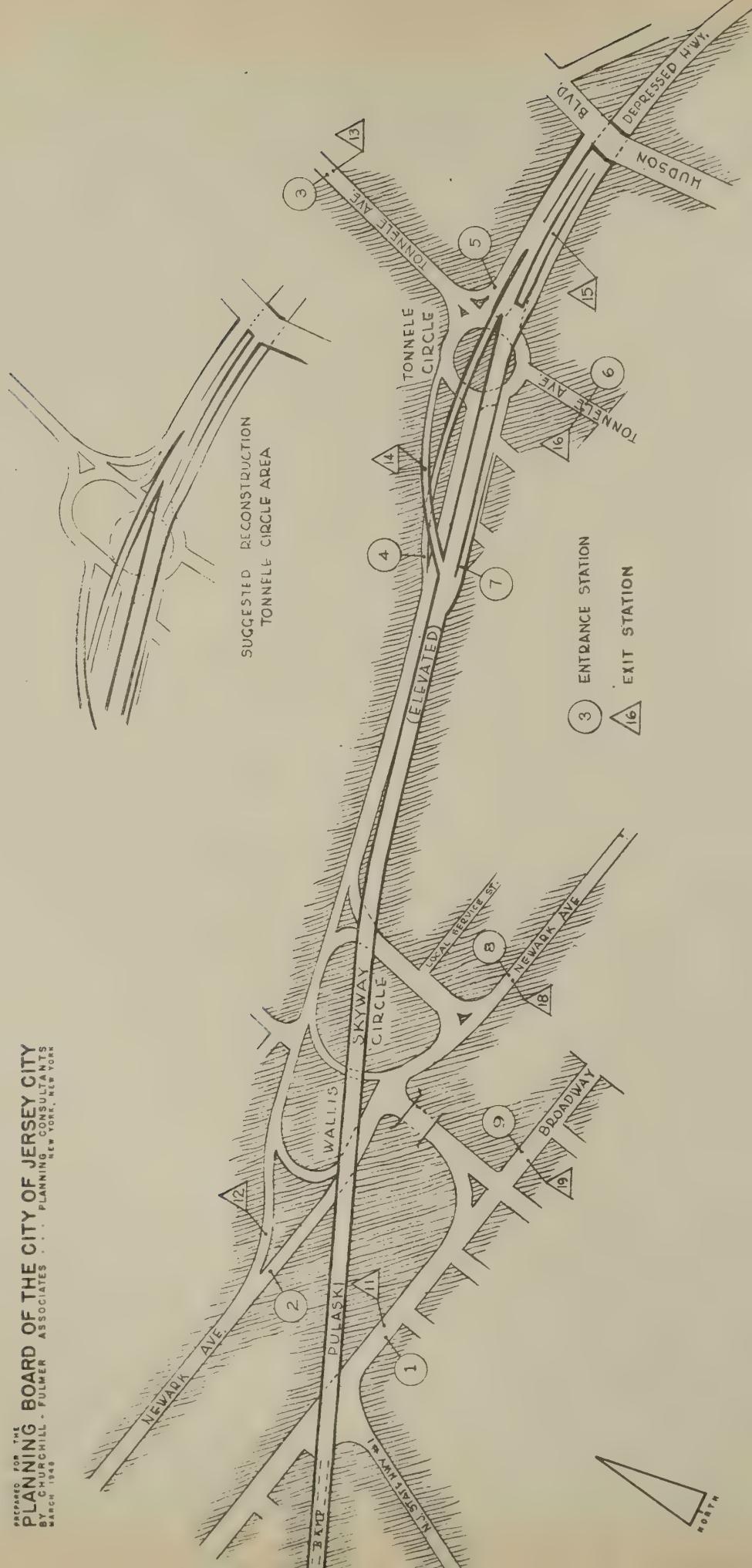
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### ( EXCERPT FROM LETTER OF TRANSMITTAL )

We take this occasion to thank the Port of New York Authority for its valuable assistance in surveying the present traffic situation; the Jersey City Department of Public Safety for tendering the cooperation of the local police force; the Bureau of Planning and Economics of the New Jersey State Highway Department for recommending appropriate unit prices for general street estimates based on their current costs; and to Dr. David B. Steinman, eminent engineering consultant, for his assistance in arriving at yardstick estimates of the several proposed bridge constructions.

Included in the study are cost estimates for the recommended highway projects. These are preliminary estimates based on square foot unit figures which have been adjusted to the price level of May, 1948 and to the special conditions involved in each location. While the present fluctuating labor and materials markets preclude complete accuracy in estimating work to be undertaken at a future date, we believe the figures offered here to be sufficiently sound for their main purpose. They provide a cost yardstick for the setting up of a priority listing and a construction program. The financial figures, however, should be carefully weighed against the relative benefits to be derived from each of the contemplated projects.

PREPARED FOR THE  
PLANNING BOARD OF THE CITY OF JERSEY CITY  
BY CHURCHILL - FULMER ASSOCIATES . . . PLANNING CONSULTANTS  
NEW YORK, NEW YORK  
MARCH 1948

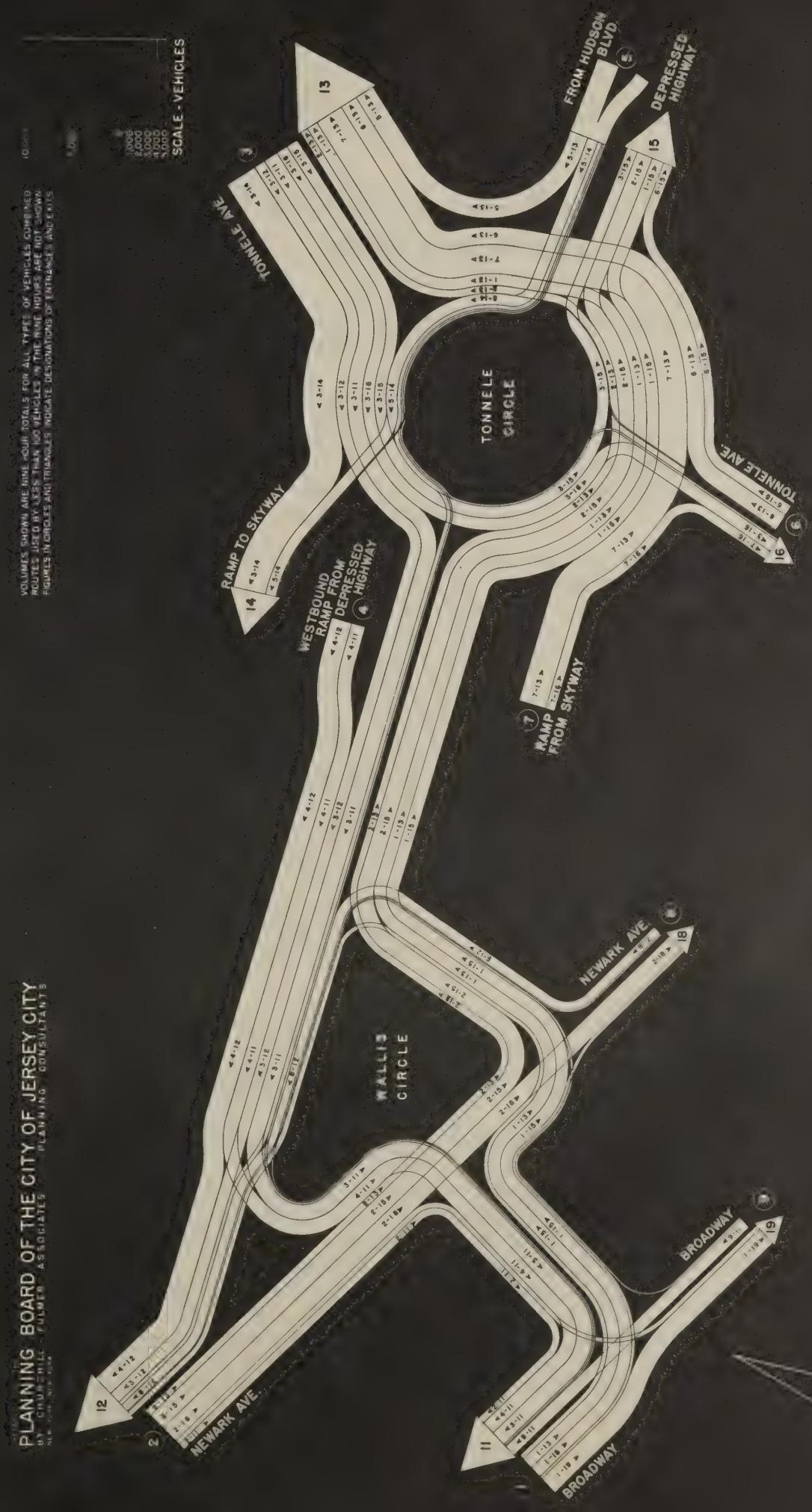


SCALE DRAWING OF ROAD NETWORK SHOWING CORDON ENTRANCE AND EXIT STATIONS

SHOWING RELATIVE VOLUMES USING VARIOUS ROUTES - 7 AM TO 4 PM - DECEMBER 23 1947

**PLANNING BOARD OF THE CITY OF JERSEY CITY**

VOLUMES SHOWN ARE NINE HOUR TOTALS FOR ALL TYPES OF VEHICLES COMBINED ROUTES USED BY LESS THAN TWO VEHICLES IN THE NINE HOURS ARE NOT SHOWN FIGURES IN CIRCLES AND TRIANGLES INDICATE DESIGNATIONS OF ENTRANCES AND EXITS





S E L E C T E D   H I G H W A Y   P R O B L E M S

## TONNELE AND WALLIS CIRCLES

MEASURE 1 : Urge the earliest possible completion of the Trans-Meadow Highway.

MEASURE 2 : Press for the construction of a freeway along the easterly side of Hudson County from the Lincoln Tunnel approaches to Point Breeze, the early completion of the cross-country freeway, and a high-level bridge across Newark Bay just south of Droyer's Point.

MEASURE 3 : Press for reconstruction at the junction of State Highway #1 on the west side of Tonnele Circle in order to increase the radius of the curb on the southwest corner and thus enable large vehicles to make right turns into the circle without projecting all the way to its innermost lane.

MEASURE 4 : Urge reconstruction of the northerly portion of Tonnele Circle so as to extend its north-south dimension to provide weaving space between the ramp from Hudson Boulevard and the northerly portion of Tonnele Avenue.

MEASURE 5 : Recommend the construction of a new ramp between Hudson Boulevard and Route 25, directly over the ramp between Tonnele Circle and the Depressed Highway.

The most serious congestion in Jersey City occurs within the road network of the Tonnele Circle-Wallis Circle traffic interchange. This complex, which is shown on the accompanying map, joins together State Highway #1, Pulaski Skyway, Newark Avenue, Tonnele Avenue, the Depressed Highway, the ramp from Hudson Boulevard and Broadway.

To determine what steps should be taken for reducing traffic congestion in the Tonnele-Wallis Circle area, it was necessary first to analyze the present movement of traffic through the complex. The only existing data were counts of total yearly traffic volumes along the main highways through the area. Since this data did not furnish adequate information, a special count was made to determine the relative numbers of vehicles using each of the principal routes through the complex. No counts were made of through traffic



along Pulaski Skyway, since this traffic passes over the two circles and thus is completely separate from traffic using the interchange. The accompanying diagram shows in graphical form the results of the survey. A description of the methods used and a complete tabulation of the results are contained in a special report on file at the office of the Planning Board.

#### EFFECT OF PROJECTED HIGHWAYS ON TRAFFIC THROUGH CIRCLES

Three major highways are now under consideration which if constructed will have a marked effect on the pattern of traffic using the network of Tonnele and Wallis Circles. Even though a thoroughly accurate determination of the effect of these new facilities must await the results of a complete origin and destination survey of Hudson County (already requested), we have assayed common sense estimates of the ratios of local and through traffic, sufficient to approximate the effect of the proposed highways on the volumes of traffic using the various routes through the interchange. It should be noted that the effect of the several proposed new highways is not necessarily cumulative along all of the existing routes because the first highway built may divert traffic which the second one would otherwise affect.

Trans-Meadow Highway. The State of New Jersey is definitely committed to construction in the near future of a freeway across the meadows and connecting State Highway #25 in Newark with State Highway #3 in North Bergen. This route will form a by-pass that will carry a considerable amount of the traffic which now uses the Tonnele-Wallis Circle interchange. Table I shows an estimate of the major traffic volume reduction in the complex which may be anticipated when the Trans-Meadow Highway is completed.

Northern Extension of State Highway #1. It is proposed by the State to reconstruct State Highway #1 between Broadway in Jersey City and the Trans-Meadow Highway in North Bergen in a new location west of Tonnele Avenue (see map of Through Highways). This route should be built as a freeway, with complete grade separation interchanges at Broadway, Newark Avenue, New County Road, Secaucus Road and the junction with the Trans-Meadow Highway. We estimate that this facility so constructed would result in the traffic volume reductions shown in Table II.

County Circumferential Highway. The county engineers



## I

PRINCIPAL ESTIMATED EFFECTS OF TRANS-MEADOW HIGHWAY  
ON TRAFFIC NOW USING THE TONNELE-WALLIS CIRCLE INTERCHANGE

Route Through Complex*			<u>Description</u>	<u>Estimated Traffic Diverted</u>	
<u>In</u>	<u>Out</u>	<u>Percent</u>			
1	-	13	All through traffic from southwest...	50	
2	-	13	All through traffic.....	90	
3	-	11	All through traffic to southwest.....	50	
3	-	12	All through traffic.....	90	
3	-	14	All through traffic.....	90	
7	-	13	All through traffic.....	90	

## II

PRINCIPAL ESTIMATED EFFECTS OF PROPOSED NORTHERN EXTENSION  
OF STATE HIGHWAY #1 ON TRAFFIC  
NOW USING THE TONNELE-WALLIS CIRCLE INTERCHANGE

Route Through Complex*			<u>Description</u>	<u>Estimated Traffic Diverted</u>	
<u>In</u>	<u>Out</u>	<u>Percent</u>			
1	-	12	All traffic.....	100	
1	-	13	All through traffic.....	90	
2	-	11	All traffic.....	100	
2	-	13	All through traffic.....	90	
3	-	11	All through traffic.....	90	
3	-	12	All through traffic.....	90	
3	-	14	All through traffic.....	90	
7	-	13	All through traffic.....	90	

\* See flow diagram and Appendix for explanation of route number designations.



have proposed a highway loop around all of Hudson County (see map of Through Highways). A portion of this loop would connect the Essex County major highways in the vicinity of Newark Airport with the Holland and Lincoln Tunnels via a high level bridge over Newark Bay, a connecting freeway along the Bayonne-Jersey City boundary to New York Bay and thence north to the tunnels on a projected freeway through the east side of Jersey City and the west side of Hoboken. It is expected that the new route, which avoids the delays attendant on the present low level river crossing at Communipaw Avenue, will be used by a major portion of through vehicles, particularly trucks, headed to and from the Holland Tunnel and Hoboken. Furthermore, a portion of Hudson County north-south traffic now using the west side will be attracted to the projected east side highway. As a result of this diversion the principal routes through the Tonnele-Wallis Circle complex will probably lose traffic as estimated in table III.

Future Traffic Trends at Places of Major Congestion in Circle Complex.

At five principal points present congestion is directly caused by a volume of traffic in excess of roadway capacity:

1. Tonnele Circle just south of the ramp leading to the depressed highway;
2. Tonnele Circle between the entrance of the eastbound ramp from Pulaski Skyway and the southerly leg of Tonnele Avenue;
3. Newark Avenue between Wallis and James Avenues;
4. Newark Avenue just west of Wallis Avenue;
5. James Avenue north of Newark Avenue and south of State Highway #1.

Each of the enumerated stretches is a place where traffic weaves: where vehicles in the left lane must get to the right lane and vice versa. Weaving in itself does not cause congestion if ample road capacity and length are provided. Moreover, congestion at the last three points listed is merely the result of congestion at the first two: eastbound and northbound traffic moves so slowly through Tonnele Circle at peak hours that it backs up into James and Newark Avenue on Wallis Circle



## III

PRINCIPAL ESTIMATED EFFECTS OF PROPOSED SOUTHERN AND EASTERN PORTIONS OF COUNTY CIRCUMFERENTIAL HIGHWAY AND HIGH LEVEL BRIDGE OVER NEWARK BAY ON TRAFFIC NOW USING THE TONNELE-WALLIS CIRCLE INTERCHANGE

Route Through Complex*			Description	Estimated Traffic Diverted	
In	Out			Percent	
1	-	13	One-third of through traffic.....	30	
1	-	15	Two-thirds of through traffic.....	60	
3	-	11	One-third of through traffic.....	30	
3	-	15	Half of all traffic.....	50	
4	-	11	Two-thirds of through traffic.....	60	
5	-	11	Half of all traffic.....	50	
5	-	13	Half of all traffic.....	50	

\* See flow diagram and Appendix for explanation of route number designations.

## IV

ESTIMATED VOLUMES OF TRAFFIC AT TWO CRITICAL POINTS ON TONNELE CIRCLE WITH VARIOUS DIVERTING HIGHWAYS IN OPERATION COMPARED WITH ACTUAL MAXIMUM AND MINIMUM VOLUMES

		Location	
		1	2
Present volume during peak hour observed (3 - 4 PM).....		1610	1571
Estimated peak hour volumes with the following facilities in operation:			
A. Trans-Meadow Highway.....	933	894	
B. State Highway #1 northern extension.....	855	816	
C. East Side Highway and Newark Bay Bridge.	1374	1338	
A. and B.....	843	804	
A. and C.....	722	686	
A., B. and C.....	699	663	
Present volume during minimum hour observed (7 - 8 AM).....	1192	1052	



and thus inhibits the fluid weaving motion which could take place with free-moving vehicles. When congestion at Tonnele Circle is eliminated, the problems at Wallis Circle will be solved automatically. Furthermore, the projected new traffic routes described in the foregoing text will tend to reduce the sheer volume of traffic at all points in the complex.

Since the two congestion points at Tonnele Circle are the key to the congestion at all five points, we shall now analyze points 1 and 2 in detail. Table IV shows the estimated volumes which would have resulted at these points during the peak hours on the day of the count if the proposed alternative traffic routes described above had then been in operation; and it compares these estimated volumes with the actual maximum and minimum volumes observed on that day.

As the table demonstrates, any of the proposed facilities except C alone would have cut the volume of traffic on Tonnele Circle at the peak hour to less than the actual traffic during the minimum hour observed. And at the minimum hour there was no congestion whatever in either circle. The solution to the problems of all five points, then, depends on the speediest possible construction of the three projected routes.

Since the Trans-Meadow Highway is a legislated route intended to be constructed in the near future, and since by itself it will go a long way to relieve all five of the most congested points in the Tonnele-Wallis Circle road network, its early completion will be of great advantage to Jersey City.

**MEASURE 1 : Urge the earliest possible completion of the Trans-Meadow Highway.**

Upon completion of the Trans-Meadow Highway, the facilities which would most relieve the remaining traffic burden on the Tonnele-Wallis Circle complex are the proposed high-level bridge over Newark Bay, the cross-county freeway, and the easterly portion of the Circumferential Highway from Point Breeze to the Lincoln Tunnel. As a by-product, the latter portion would also benefit Jersey City by improving access to the industrial sections along the Hudson River waterfront. (See WATERFRONT, INDUSTRY AND HEAVY COMMERCE.)

**MEASURE 2 : Press for the construction of a freeway along the easterly side of Hudson County from the Lincoln Tunnel approaches to Point Breeze, the early completion of the cross-county freeway, and a high-level bridge across Newark Bay just south of Droyer's Point.**



## PHYSICAL IMPROVEMENT OF THE ROAD NETWORK ABOUT TONNELE CIRCLE

Even at low volumes of traffic, congestion exists at certain locations in the Tonnele-Wallis Circle complex by reason of inadequacies in roadway design. All through eastbound traffic is required to swerve around Tonnele Circle, a condition which forces all vehicles to slow down considerably. Unfortunately there seems to be no way by which this condition can be avoided without altering some of the roadways in the area to an unreasonable degree.

Some of the inconveniences caused by the swerve, however, can be alleviated. The cramped radius of the right curb where eastbound traffic on State Highway #1 enters Tonnele Circle makes it necessary for large trucks and semi-trailers to swing wide into the left lane of the circle as they turn into it, thus cutting off traffic rounding the circle from the north. Relocation of the pier which supports Route 25 above, and which is immediately adjacent to the curb just described, would permit the radius of the turn to be greatly increased by cutting back the curb. This would enable trucks to stay properly on the outside lane of the circle so as not to clash with other traffic.

**MEASURE 3 :** Press for reconstruction at the junction of State Highway #1 on the west side of Tonnele Circle in order to increase the radius of the curb on the southwest corner and thus enable large vehicles to make right turns into the circle without projecting all the way to its innermost lane.

Weaving distances all around Tonnele Circle are inadequate both because of the circle's small circumference and because of the profusion of the radiating roads. However, the situation is particularly acute between the ramp from Hudson Boulevard and the northerly leg of Tonnele Avenue, where weaving space is almost non-existent. Because the circle cannot permit a weaving function at this point, it has been necessary there to station a traffic officer who allows alternate streams of traffic to move. During the hours of heavy traffic the necessary intermittent stopping of traffic at this point on the circle further adds to congestion elsewhere. While it is impractical to increase the size of Tonnele Circle generally, it is feasible to extend the circle to the north so as to create weaving space in that section of the Circle which most urgently needs it (see inset in map of Tonnele and Wallis Circles).

**MEASURE 4 :** Urge reconstruction of the northerly portion of Tonnele Circle so as to extend its north-south



dimension to provide weaving space between the ramp from Hudson Boulevard and the northerly portion of Tonnele Avenue.

Inspection of the Traffic Flow Diagram shows that over half the traffic entering Tonnele Circle from the Boulevard ramp and crossing the stream of traffic on the circle is destined for Pulaski Skyway (State Route 25). All of this traffic could be eliminated from the circle by the construction of a new ramp from Hudson Boulevard to Route 25 directly over the low-level ramp from the circle to the Depressed Highway. The new ramp would connect the Boulevard with the westbound lanes of Route 25 just above the west end of the opening over the ramp between the circle and the Depressed Highway.

MEASURE 5 : Recommend the construction of a new ramp between Hudson Boulevard and Route 25, directly over the ramp between Tonnele Circle and the Depressed Highway.

We have indicated above that congestion in the two circles will be fully relieved only upon completion of one or more of the regional routes contemplated for the vicinity. These routes in effect will cause much traffic to by-pass the Tonnele-Wallis Circle complex. In concluding we wish to emphasize the immediate and long-range benefits that would derive from the last three suggested measures, which propose relatively minor constructions at Tonnele Circle; and we urge that the city give them full attention as they are practical steps which can be realized in the near future.



## PROPOSED EAST SIDE HIGHWAY

In an earlier chapter (MASTER PLAN -- Streets and Highways) we described the function of a projected north-south highway on the east side of Jersey City, and we indicated that several possible alignments for the route might be considered.

The alignment initially proposed by the County Engineer for the East Side Highway through Jersey City followed the bed of the old Morris Canal from the eastern end of a projected freeway across the peninsula at the southern city line northward to a point just beyond Communipaw Avenue. Thereafter it was to become an elevated highway, following Grand, Barrow and Erie Streets and jogging to Grove Street at 16th Street.

This route was submitted to the Planning Board of the City of Jersey City for its consideration by the County Engineer with an invitation to study the problem from the viewpoint of the city. After investigating the relation of the proposed route to the land uses contemplated in the MASTER PLAN, we arrived at the following recommendation, which is shown graphically on the Master Plan of Streets and Highways.

We propose that from the eastern end of the cross-county freeway the highway should be run just east of the right-of-way of the National Docks Railroad and the Claremont Yard of the Lehigh Valley Railroad, crossing the Lehigh Valley tracks at Caven Point Road. From there it would proceed northeast on the line of Caven Point Road extended, cross over the tracks of the Lehigh Valley Railroad and the Central Railroad of New Jersey and follow Phillip Street and an elevated extension of its line over the Big Basin to Henderson Street. The suggested alignment then follows Henderson Street to the Holland Tunnel Plaza, where it slants to Grove Street, runs north to Paterson Plank Road and thence via Paterson Plank Road to Secaucus. In the interest of preserving the Hoboken land at the foot of the Hill for ratable use, we suggest that the highway utilize the existing alignment of the Paterson Plank Road for southbound traffic and that a separate northbound set of lanes be constructed on the hillside between the present road and the railroad below. Suitable grade separations should be constructed over the railroad for both highway sections.

At the southerly end of the proposed East Side Highway



we favor the location east of the railroads rather than on the canal bed which lies between them because the easterly location would afford easier access to the potential industrial areas along New York Bay. This consideration also influences our reluctance to swing the route away from the waterfront and to the west of Lafayette. To avoid interrupting the expressway unduly, we recommend that access along the eastside below the Big Basin be limited to ramps at the Bayonne boundary, at Chapel Avenue, at Caven Point Road, at Communipaw Avenue and at Johnson Avenue. Because elevated highways tend to blight abutting property and are very expensive to construct, such structures should be held to a minimum. Our proposed location along the present alignments of Caven Point Road and Phillip Street extended would reduce the amount of elevated structure required through built-up areas, besides improving access to the potential industrial areas south of the Big Basin now occupied by the Central Railroad of New Jersey and by the Lehigh Valley Railroad.

The County Engineer's original proposal used Barrow and Erie Streets through the downtown section of Jersey City rather than Henderson Street. The principal disadvantage of the Erie Street alignment is that the elevated highway would bisect a main shopping center on Newark Avenue and would go through the residential Downtown area, acting as a barrier between the portions on either side of it. Such a barrier would not matter on Henderson Street, where the highway would serve to separate the industrial area to the east from the residential area to the west.

The alignment which we recommend for the East Side Highway south of the Big Basin poses no unusual problems of right-of-way acquisition or construction except where it traverses the present yards of the Central Railroad of New Jersey and the Lehigh Valley Railroad. If these yards remain unchanged at the time when the East Side Highway is built, the latter will have to be raised on a viaduct over the tracks and the Basin. However, in view of the current negotiations between the Port of New York Authority and the railroads, it is possible that the yards will have been abandoned when the East Side Highway is built. In this event it will be possible to run the highway largely at grade to the southern end of Henderson Street, with a low level bridge over the present basin if the basin is retained as a water way, and with a grade separated intersection and a connection at Johnston Avenue.

In order to be an express route in the Henderson Street section, the highway will have to be constructed either



above or below present street grades. While a depressed highway would have the least blighting effect on surrounding properties, existing street grades are such that the expressway, if depressed, would have to be built below water level -- a prohibitively expensive undertaking. We therefore recommend an elevated structure with ramps for local traffic access at Grand Street, Pavonia Avenue and the Holland Tunnel.

An effective cross-section for the elevated highway would afford two 24-foot roadways separated by a 12-foot strip with sloped curbs on which disabled vehicles could be parked. The overall width of such a structure would be at least 60 feet -- the present width of Henderson Street between property lines. It therefore would be necessary to widen Henderson Street in order to give light and air to the lower stories and provide access for fire fighting equipment to the abutting buildings. Since most of the existing buildings front on the property lines, and since it so would be nearly as expensive to widen the street 20 feet as to take the full lot depth on one side (100 feet generally), it is recommended that a full 100 feet be taken: on the east side of Henderson Street from its southern extremity to Grand Street, and on the west side from Grand Street to 9th Street. Between 9th Street and the Erie Railroad it is impractical to widen Henderson Street because of valuable improvements on either side. Accordingly, for this distance the center separating strip might be reduced to 2 feet, so as to leave about 5 feet of clearance on either side between building walls and the elevated structure. On Grove Street north of 12th Street the required widening could be done most economically on the east side. In the portions of the highway having connecting ramps 50 to 100 feet of additional width would be required, depending on the details of construction. The expressway generally would be elevated a minimum of 18 feet above the existing street grade. Where it crosses the various railroads this height would have to be increased to about 40 feet.

A widened Henderson Street with an elevated express highway passing over the railroads would permit in addition the development of a semi-express road at grade on Henderson Street to serve the bulk of waterfront traffic between Grand Street and Pavonia Avenue. This roadway would be directly under the elevated structure, with 35 or 40 foot one-way service streets and 10 foot sidewalks on either side. The center roadway should be crossed a minimum of times: where it intersects Montgomery Street, Newark Avenue, 2nd Street and 6th Street, all other cross streets entering the outer service roadways only. Traffic lights should control



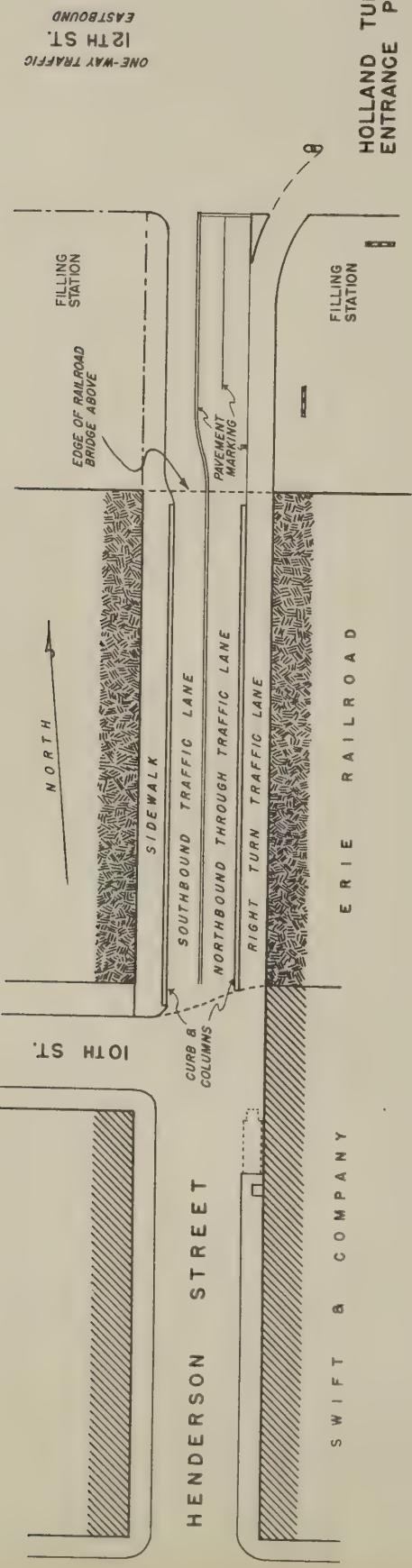
the main intersection.

A preliminary design of the portion of the East Side Highway in Jersey City between Grand Street and the Hoboken city line indicates some 7,300 linear feet of elevated roadway and approximately 5,200 feet of connecting ramps. The 1947 assessed value of property to be taken or damaged was about \$1,700,000 for the section.

to

In order to eliminate delays/through traffic caused by the traffic lights on the Holland Tunnel Plazas, and to reduce traffic infiltration in the Downtown and Horseshoe sections, when the East Side Highway is completed, all north-south streets from Jersey Avenue eastward except Henderson Street should be closed between 12th and 14th Streets. Furthermore, ramps should be constructed on 12th and 14th Streets to carry tunnel traffic above the present grade of Henderson Street but under the projected East Side Highway, which already would be two levels above street grade at 12th Street as a result of the clearance required over the adjacent Erie tracks. This projected construction would result in three highway levels where Henderson Street crosses 12th Street: the upper level carrying express north-south traffic, the intermediate east-west level carrying through tunnel traffic and the present street level carrying all local traffic. Ramp connections would provide for inter-change between all three. Were such a pattern in operation, Coles Street would be the main through street west of Henderson Street and would assume much greater importance as a traffic artery than at present. At such times it should be opened through to connect with Hoboken Avenue.

While the full development of the east side route must await action by bodies outside Jersey City, we believe portions of the route such as the street level semi-expressway on Henderson Street might be initiated by the city itself. We therefore recommend that the matter be given early consideration by the Board of Commissioners.



**PROPOSED ALTERATION  
AND TRAFFIC REVISION**

ON HENDERSON STREET •  
9TH TO 12TH STREETS  
CONTINUOUS-FLOW LANE  
FOR TUNNEL-BOUND  
TRAFFIC FROM SOUTH

THE PLANNING BOARD OF THE CITY OF JERSEY CITY  
CHURCHILL - FULMER ASSOCIATES, CONSULTANTS

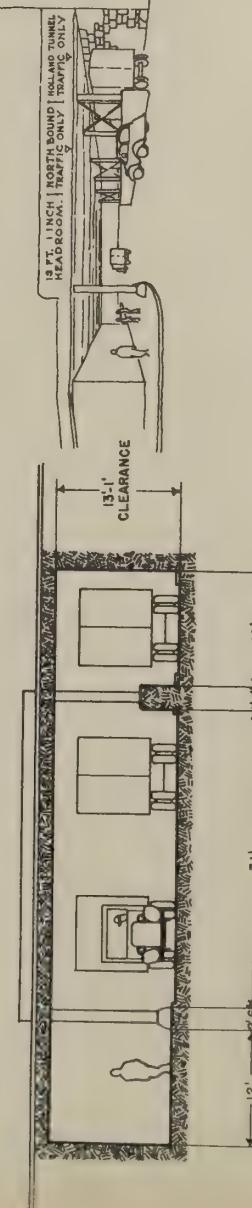
PREPARED FOR  
THE PLANNING BOARD OF THE CITY OF JERSEY CITY  
BY  
CHURCHILL - FULMER ASSOCIATES, CONSULTANTS

VIEW FROM SOUTH

SECTION THROUGH UNDERPASS

6-47  
11

SCALE OF PLAN IN FEET  
0 50 100 150





4



5



6



7

VIEWS OF HENDERSON STREET - 9TH TO 12TH STREETS



PROPOSED ALTERATION AND TRAFFIC REVISION  
on Henderson Street -- 9th to 12th Streets

SUMMARY

- \* A serious traffic bottleneck hampers vehicles proceeding north on Henderson Street as they approach 12th Street;
- \* This condition is caused in part by the narrowness of the roadway between the supporting columns of the Erie Railroad overpass, where traffic is forced into a single lane in each direction;
- \* The existing pedestrian sidewalk east of the northbound vehicular lane is seldom used;
- \* Therefore, it is proposed that the east sidewalk be converted into a traffic lane for Holland Tunnel bound vehicles and that the traffic ordinances be revised as required in accordance with the Map and Report attached hereto entitled PROPOSED ALTERATION AND TRAFFIC REVISION - on Henderson Street - 9th to 12th Streets.

TRAFFIC PATTERN

The proposed street alteration and traffic revision measures are intended to relieve a bottleneck that hampers traffic moving north on Henderson Street as it approaches the Holland Tunnel Plaza at 12th Street. While there are other points of congestion along Henderson Street, we believe most of them can be alleviated by measures of traffic control not necessarily involving physical revision.

In the section of Henderson Street under study, however, the narrowness of the roadway under the Erie Railroad overpass just south of the heavy cross-traffic on 12th Street presents a physical barrier that can be overcome only by actual reconstruction. In the event that Henderson Street as a whole is widened at some future date, the present alteration can easily be tied in with the future lines of traffic and so made continuously useful.

We proposed that a new and additional alignment be established for a single lane of continuously flowing traffic bound for the Holland Tunnel. This lane would replace the existing sidewalk running along the east side of Henderson Street and would commence near 10th Street, continuing northward under the Erie overpass through what is now a



little used pedestrian passageway (see Map and Photograph #4).

Approximately 30 percent of the traffic moving northward on Henderson Street turns to the right into the Holland Tunnel; the other 70 percent continues straight through, across the Plaza and northward. Both groups of traffic would benefit materially from the proposed revision. The former would be able to turn off Henderson Street into the tunnel uninterrupted. The through traffic though still heavy in quantity would be expedited in three ways: first, there would be less traffic waiting for the red light to change and therefore relatively less congestion; second, the extra lane freed for this traffic would insure a more efficient acceleration when the green light appears (see footnote below); third, during the green light, traffic crossing the Plaza would run at a higher speed because none of it would be peeling off for right turns. Under present conditions traffic sometimes is backed up so far that a vehicle must wait through several light cycles to get across. It is likely under the proposed arrangement that through traffic would be able to cross on the first green light even during the hours of peak congestion.

A by-product of the reconstruction would benefit all traffic: a new loading space would be furnished out of the line of traffic for trucks servicing the Swift Company plant (see Map).

For a more detailed discussion of the existing and proposed traffic patterns see final sections.

## CONSTRUCTION

### Relocations

A number of existing installations would have to be relocated to permit the new lane. We believe all of them could be handled without unreasonable cost or inconvenience.

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When a line of vehicles gets under way at the change of the traffic light, the cars do not all begin to move forward at the same time. There is a considerable time lag; consequently the cars in the rear do not get the full benefit of the green light. The longer the lane the greater the lag and therefore the less the efficiency. Accordingly, with a given duration of green light more than twice as many vehicles are able to cross an intersection if two lanes are available to them than if they are all in one long line.



Loading Platform. The sidewalk running in front of the Swift Company plant rises to a height of several feet as it approaches 10th Street (see Photograph #7). It is now used occasionally by the Swift Company as a loading platform. Trucks standing out at right angles from the building block a good deal of the street. The hatch through which shipments are brought in and out of the building is in such a position that it is possible to cut approximately 35 feet from the north end of the existing raised sidewalk and thus provide a place for trucks to load and unload out of the line of traffic (see Plan).

Stairway at 10th Street. There is an outside masonry stairway which gives access from Henderson Street to the Swift power house (see Photograph #7). This stairway encroaches on the sidewalk space, a privilege for which Swift Company pays an annual fee. In order to make it possible for trucks to use the proposed new alignment it would be necessary for this stairway to be removed and a new access to the power house created elsewhere.

Telephone Pole. At present there is a telephone pole located at 10th Street where the raised sidewalk on the east side of Henderson Street ends. This would have to be relocated.

Fire Hydrant. Approximately 15 feet north of the telephone pole there is a fire hydrant which would also have to be relocated.

Water Valve. Running under the present sidewalk on the east side of Henderson Street between 10th and 12th Streets, there is a 20-inch water main. While the main itself is well below grade, a vertical valve occurs at one point beneath the Erie Railroad overpass. The existing sidewalk has been ramped up several feet where it passes over this valve. If the passageway is to be reconstructed for trucks, it will be necessary to convert the vertical valve into a horizontal installation by the proper bevel fittings, so that it will not project upward.

Spur Track. At the south extremity of the Erie Railroad overpass there is a spur track, which descends on 10th Street. While there is sufficient headroom above the present vehicular roadway, due to the fact that the girders are lifted above the track level (see Photograph #6), where the spur track crosses the existing sidewalk the span has been made in concrete and it drops lower. Accordingly, the



track bed would have to be reconstructed in steel over the new lane, an area approximately 10 feet by 15 feet.

#### New Construction

Sidewalk Demolition. The existing east sidewalk projects approximately six inches above the adjacent roadbed. It would have to be excavated to a proper depth to permit a new road foundation and surfacing.

Corner of Gasoline Station. There is a gasoline station at the southeast corner of the Henderson Street-14th Street intersection. To facilitate the flow of traffic making a right turn the city might acquire a small piece of property from the filling station, so as to enable the roadway to be curved in the manner shown on the Map.

Paving. The entire area now covered by the easterly sidewalk, from the new extremity of the proposed loading zone northward to the end of the curve around the gasoline station at 12th Street, would have to be resurfaced with paving suitable for heavy use.

Protective Skirting. While there is a clearance of at least twelve feet at all points between the columns supporting the railroad bridge and the masonry walls of the embankment (see Photograph #4), there is some danger that drivers might misjudge the sides and wedge their vehicles between the columns. It is therefore suggested that the columns be encased in a continuous concrete wall to a height of five feet with a metal skirting to protect the lower portion of the concrete against scarring. Similarly on the east side the rough masonry might be protected with a thin concrete covering and metal curbing.

Safety Island. A triangular safety island has been shown on the Map. This would channelize traffic in the new lane toward the Holland Tunnel toll gates and discourage through north-bound traffic from using the new lane. The island would also provide a safe place for pedestrians waiting to board Henderson Street busses.

Signs. Signs would have to be erected clearly marking the various traffic lanes. A suggestion for the design of these is shown in the attached perspective drawing entitled "View from the South."

Lighting. Sufficient additional street lighting would



have to be installed to make the whole arrangement clearly visible at night.

#### EXISTING TRAFFIC PATTERN

On a typical weekday traffic moving northward on Henderson Street near 12th Street totaled 4,560 vehicles between 7 a.m. and 6 p.m. Some 3,285 (72%) of these crossed the Holland Tunnel Plaza on 12th Street and continued northward on Henderson Street. The remaining 1,275 vehicles (28%) turned to the right and entered the Holland Tunnel.

All the vehicles are forced into a single lane when they pass under the Erie Railroad crossing at 10th Street, but as they approach the 12th Street intersection, for the last hundred feet, there is room for two lanes. The traffic distributes itself in the two lanes in a completely haphazard manner.

Occasionally all the vehicles destined to continue northward on Henderson Street form a single line to the left. Unless this line backs up under the railroad bridge there is ample room for tunnel-bound vehicles to pass the waiting line on the right and turn into the Toll Plaza on the red light. The truck in Photograph #1 has just made such a turn.

At other times the waiting line forms itself too close to the curb, and there is no room for tunnel-bound traffic to pass it on the right. Under these circumstances traffic quickly backs up since all vehicles are forced to stop whether they are through- or right-turn traffic (see Photograph #3).

It sometimes happens that a waiting line gets started properly on the left, but other vehicles not intending to take a right-turn fill up the right lane and block it. When this occurs an impatient driver may turn out to the left and try to pass both lines in order to make a right turn in front of them. This maneuver is a dangerous one because of the possibility of colliding either with vehicles turning into Henderson Street from 12th or with vehicles coming out of 12th Street from the right (see Photograph #2).

#### PROPOSED TRAFFIC PATTERN

The essence of the proposed revision is to create a permanent



free lane for all vehicles that are bound for the tunnel so as to maintain a condition at all times similar to the one shown in Photograph #1. The new arrangement has the advantage, however, that the free flow lane commences all the way back at 10th Street; and thus it leaves a maximum of roadway for the use of vehicles waiting to go north.

COMMISSIONER  
JAMES F. MURRAY  
MEMORIAL COLLECTION



## MISCELLANEOUS EXTENSIONS, CONNECTIONS AND INTERSECTIONS

In this section we will discuss a number of special places where the free movement of traffic along major streets is impeded and suggest specific physical changes to remedy them. The various locations are dealt with approximately in order of importance, with those most urgently in need of solution discussed first.

## INTERSECTION OF COMMUNIPAW AVENUE AND STATE HIGHWAY #1

Serious congestion presently occurs at the intersection of Lincoln Highway (Communipaw Avenue) with State Highway #1 as a result of the heavy turning movement at this point. While eventually the proposed trans-Meadow Highway will divert a considerable proportion of the vehicles using the intersection, and the proposed high level bridge across Newark Bay will divert an additional amount of traffic, the problem can be inexpensively solved at once by the construction of a traffic circle of generous dimensions. A tentative design for such a circle indicates that only \$48,000 in assessed values would be required, and that reconstruction costs would be about \$77,000. This is a project which should be carried out by the State.

## BROADWAY EXTENSION

By extending Broadway from Tonnele Avenue to Hudson Boulevard at Pavonia Avenue, as described in the chapter, CENTRAL BUSINESS DISTRICTS -- the Journal Square District, a highly desirable connection would be secured between the Wallis Circle area and a new traffic circle on Newark Avenue at Palisade Avenue (see next proposal). This connection would serve as a much needed by-pass for traffic now forced to use Newark Avenue west of Waldo, and it would improve access to Journal Square. Furthermore, it is of special importance as part of a scheme for rationalizing bus routes in connection with a proposed union bus terminal in the Journal Square area (see chapter on TRANSPORTATION). We have estimated that the present assessed value of the required new right-of-way from Tonnele Avenue to the Boulevard is about \$215,000 and that, at today's prices, construction costs would be about \$562,000, including the bridge.

## TRAFFIC CIRCLE -- NEWARK AND PALISADE AVENUES

With the extension of Broadway described in the preceding



section there would be a considerable increase in traffic on Pavonia Avenue which might cause congestion where it joins Newark Avenue. A traffic circle at the intersection of Newark, Palisade, Chestnut and Pavonia Avenues would relieve congestion and form a pleasant green spot on land now relatively low in value. The 1947 assessed value of the property required for such a circle was just under \$67,000, and construction costs are estimated at \$14,000.

#### EXTENSION OF CENTRAL AVENUE TO PAVONIA AVENUE

The city and county presently are engaged in a program of improvement for New York Avenue with the object of eliminating trolley car operation within Jersey City by providing a suitable alternate route for busses. The latter will be substituted for the trolleys now using the Public Service trestle to Hoboken. When this objective is accomplished the trolley tracks and the elevated structure between Pavonia and Manhattan Avenues will be removed, and the portion of the trolley right-of-way between Pavonia and Hoboken Avenues will be available for other use. It would serve as an excellent nucleus for a southerly extension of Central Avenue. Such a connection would make access to the Central Avenue business section more convenient and would open up a north-south route parallel to Summit along Central Avenue, which is the logical dividing street between the neighborhoods in Hudson City (see map of planning districts). In addition, the Central Avenue extension would form an important link in the rationalized network of bus routes proposed in connection with the projected union bus terminal off Pavonia Avenue just east of Hudson Boulevard (see chapters TRANSPORTATION and CENTRAL BUSINESS DISTRICTS -- the Journal Square District). Acquisition of an adequate right-of-way for a street on this alignment would involve about \$132,000 in assessed valuation of property as of 1948. Construction costs would amount to some \$62,000.

#### CONNECTION OF MANHATTAN AND NEW YORK AVENUES

In addition to making possible the abandonment of the trolley lines in Jersey City, the improvement of New York Avenue will furnish a needed road link between Hoboken and Jersey City (see MASTER PLAN -- Major Streets). To complete this link, a connection is indicated between New York Avenue at Ferry Street and Manhattan Avenue. This would provide a through route from the Hoboken waterfront to Tonnele Avenue. Preliminary studies for such a connection indicate that property with a 1948 assessed value of \$153,000 would be required, and



that the construction costs would be about \$47,000. It should be noted that the land involved is part of a large area under consideration for eventual redevelopment (see HOUSING) and consequently that it might be acquired reasonably at some future time in connection with redevelopment of the adjacent property.

#### CONNECTION OF JACKSON AND MONTICELLO AVENUES

It has been recognized for many years that a connection is needed between Jackson and Monticello Avenues. We have investigated four possible locations between Atlantic and Brinkerhoff Streets where this link might be put through. In our opinion the best location is between Communipaw Avenue and Brinkerhoff Street. This alignment would require acquisition of property assessed at about \$96,000 in 1947, and involve about \$26,000 in construction costs.

#### IMPROVEMENT OF THE JUNCTION

One of the most difficult traffic problems in Jersey City is "The Junction," where Grand Street, Communipaw, Summit, Cornelison and Garfield Avenues, together with a half dozen other streets, meet in a relatively small and steeply sloped area. Considerable redevelopment will be required in this section to achieve a solution satisfactory both for vehicular circulation and for land use. Our studies indicate that the following steps would improve traffic and real estate:

1. Extend Arlington Avenue north on a new right-of-way to Summit Avenue at Astor Place;
2. Make Harmon Street one-way westbound west of Arlington Avenue; and one-way eastbound east of Grand Street;
3. Make Randolph Avenue one-way southbound south of Communipaw Avenue;
4. Make Prescott Street and Garfield Avenue one-way northbound north of Communipaw Avenue;
5. Install two-interval traffic signals at the intersections of:
  - a. Grand Street and Arlington Avenue,
  - b. Grand Street and Communipaw Avenue,
  - c. Grand Street and Summit Avenue,
  - d. Communipaw Avenue and Arlington Avenue, and
  - e. Communipaw Avenue and Garfield Avenue;



6. Synchronize signals, with the one at Grand Street and Communipaw Avenue acting as the master, so that traffic on Grand Street would move and halt simultaneously at all three signalized intersections on Grand Street and traffic on Communipaw Avenue would halt and move simultaneously at all three signalized intersections on Communipaw Avenue;
7. Permit right turns on red signal southbound from Arlington Avenue to Grand Street and westbound from Grand Street to Communipaw Avenue.

The extension of Arlington Avenue from Communipaw Avenue to Astor Place and its widening between Grand Street and Communipaw Avenue would take real estate having a 1947 assessed value of about \$160,000; and construction costs would be about \$62,000.

If at some future date it becomes possible to redevelop the surrounding area, the following streets should be closed to traffic and given over to other use:

1. Harrison Avenue east of Crescent Avenue;
2. Harmon Street;
3. McDougal Street;
4. Garfield Avenue north of Communipaw Avenue;
5. Ivy Place;
6. Summit Avenue between Cornelison Avenue and Astor Place;
7. Prescott Street;
8. Park Street north of Scottish Rite Temple.

#### JOURNAL SQUARE BY-PASS

Should traffic congestion in the Journal Square area increase in the future to an extent detrimental to business there, through traffic on Hudson Boulevard should be diverted from the Square. This may be accomplished by constructing a by-pass short-cutting the Boulevard loop between Tonnele Avenue and Cottage Street (as shown on the map JOURNAL SQUARE DISTRICT -- Sugester Future Pattern II). The 1947 assessed value of real estate which would be required for this connection was about \$470,000. Construction costs, including bridging



both the railroad cut and the proposed Broadway extension, are estimated at about \$1,091,000. It is recommended that the by-pass be ordained at once as an official mapped street, so that property owners will be warned against erecting structures which later will have to be removed.

#### CONTINUATION OF OCEAN AND GARFIELD AVENUES SOUTH OF GATES AVENUE

At present, because trucks are restricted to Ocean Avenue on the east side of Greenville, all truck traffic bound to or from Bayonne and beyond must make a series of sharp turns at the southern end of Ocean Avenue where it abruptly ends. A diagonal connection from Garfield Avenue at Merrit Street to Ocean Avenue just south of Gates Avenue would provide a smooth alignment for vehicles using this route. The 1947 assessed value of property required for this right-of-way was \$6,000; construction costs are estimated at \$31,000.

#### EXTENSION OF OLD BERGEN ROAD TO AVENUE C IN HOBOKEN

A connection between Avenue C and Old Bergen Road would be desirable, and it might be achieved when redevelopment of the adjacent area occurs. At such time Avenue C could be extended to meet Old Bergen Road just south of Seaview Avenue, and Old Bergen Road together with all cross streets between it and Avenue C extension could be abandoned. Simultaneous abandonment of Ocean Avenue south of the connection to Garfield Avenue proposed in the preceding section would make possible a super-block bounded by this connection, Merrit Street, the proposed Avenue C extension and Gates Avenue. The 1947 assessed value of real estate which would be required for the extension of Avenue C was about \$60,000. Construction costs are estimated at \$60,000.

#### EXTENSION OF PACIFIC AVENUE TO BRUNSWICK STREET

An improvement in alignment between Pacific Avenue and Brunswick Street can be achieved in a simple operation by extending Pacific Avenue northeast across Grand Street to intersect Brunswick Street. Property having a 1947 assessed valuation of about \$35,000 would be required, and construction costs are estimated at \$24,000.



## HOUSING

CHAPTER IX



## H O U S I N G

### SUMMARY OF MEASURES PROPOSED

MEASURE 1 : Achieve a lower level of taxes on real estate by means capable of reassuring investors of the permanence of such reduction and its stability against fluctuations.

MEASURE 2 : By extensive redevelopment foster the creation of new and distinctive neighborhoods for middle and upper income groups equal in quality to the best in the metropolitan area.

MEASURE 3 : Secure state legislation enabling the city to set up a Land Commission with the power of eminent domain and authorized to assemble and rent out land for redevelopment.

MEASURE 4 : Establish a policy whereby, in a limited number of areas most suitable for redevelopment, the city retains ownership of lands that it acquires through tax foreclosures.

MEASURE 5 : Press for federal and state aid to provide additional local public housing for the lowest income group and to provide for the replacement of veterans' temporary units by sound permanent housing.



## H O U S I N G

The quality of its residences is a long term factor in the prosperity of a city no less important than the health of its industries. This is most strikingly borne out when a city is part of a metropolitan region which contains competing residential areas. The flight from the obsolete center to the modern suburb is a universal process, and the blighted areas left in the wake of this flight are now common experience.

If a neighborhood merely vanished overnight -- people, houses, shops, streets, sewers and schools together with all memory of them -- the damage to the rest of a city might be negligible. What happens when people begin to abandon a neighborhood is quite different, however. They leave slowly, imperceptibly, and they leave behind a burden of ruined housing, bankrupt shopkeepers and half used streets, utilities and school buildings which still must be maintained for those who remain behind.

It sometimes happens, as in Jersey City, that the new area opened up is within the same corporate limits as the old one vacated: west Greenville was the other end of a trek from the Horseshoe. This imposes a double burden, symbolized, for instance, in the school system by the carrying charges on whole floors abandoned in the Horseshoe and by the pressure for more and more classroom space in Greenville. Thus, we perceive the enormous cost to the city and to its citizens of unchecked housing obsolescence.

The stabilizing of all the neighborhoods is not merely desirable: it is a must. A stabilized neighborhood is one in which the basic design is sound enough to invite constant replacement as the older buildings become obsolete. The test of such a neighborhood is: how much new construction does it attract?

The post-war years have witnessed an unprecedented housing shortage in the whole Northeastern New Jersey-New York metropolitan region. Thus, beside the normal construction requirement for the replacement of obsolete structures, there has been an extraordinary pressure for new space. In the midst of the building boom throughout the region, has Jersey City had its full share of new private construction? This question and the questions it raises are the subject of the chapter HOUSING.



Advantages of Jersey City for Residences

The City of Jersey City is geographically located where many thousands of families would be pleased to have their homes. There are more than 600,000 people working in Manhattan south of 14th Street, and a million more between 14th and 59th Streets, beside the thousands working in Kearny, Harrison, Newark and in Jersey City itself. People who live in Jersey City can commute to all of these areas with a reasonable expenditure of time and money. In contrast, the areas which have been getting most of the new residential construction in the region in the last twenty years are so distant from the centers of employment that travelling is a serious hardship for their residents. When a Manhattan worker who lives in Westchester, Nassau or Bergen County has something to do in Manhattan in the evening, it is practically impossible for him to go home to dinner; travelling between most homes in those sections and Manhattan consumes about an hour.

Outside Manhattan itself, a portion of Queens and the western tip of Brooklyn, there are no areas that are more convenient for people who need to go often to Manhattan than most sections of Jersey City. Table I shows this clearly.

Not only is the location of Jersey City convenient, but parts of it have unusual natural advantages for upper level housing. The view of the Manhattan skyline beyond the Hudson River from parts of the hill is startlingly attractive; the vista across the Meadows from the undeveloped Hudson City slope has dramatic possibilities.

## THE HOUSING IMPASSE

Ever since the start of the depression at the beginning of the last decade, the building industry as a whole has been largely stalemated. During the thirties, high vacancies, falling rent levels, and foreclosures discouraged new construction. From the depression we went into the war period when materials and manpower were diverted from residential construction. For many months after the war, building materials remained in short supply. At today's level of construction costs, less than ten percent of the population can afford new housing; moreover, only a small proportion of the families in that highest income bracket need new homes badly enough to buy or rent them at the high construction costs which prevail. Nevertheless, the pressure created by the extreme short supply has caused extensive building in some parts of our metropolitan region.



## HOUSING

IX

## I

AVERAGE TRAVELLING TIME DURING RUSH HOUR  
 AND MONTHLY COMMUTATION COST FROM SELECTED COMMUNITIES  
 TO BROAD AND WALL STREETS AND TO MIDTOWN MANHATTAN\*  
 January 1948 \*\*

<u>From Main Station in:</u>	<u>To:</u> Broad & Wall Streets			<u>To:</u> Midtown Manhattan		
	<u>Time</u>	<u>Cost</u>	<u>Medium**</u>	<u>Time</u>	<u>Cost</u>	<u>Medium**</u>

## QUEENS:

Long Island City....	30	\$2.60	S.	20	\$2.60	S.
Astoria.....	40	2.60	S.	30	2.60	S.
Woodside.....	35	2.60	S.	25	2.60	S.
Forest Hills.....	45	2.60	S.	35	2.60	S.
Forest Hills.....	33		S. & L.	18		L.
Jamaica.....	50	2.60	S.	40	2.60	S.
Jamaica.....	38		S. & L.	23		L.
Flushing.....	45	2.60	S.	40	2.60	S.
Flushing.....	33	11.97	S. & L.	18	9.37	L.
Hollis.....	65	5.20	S. & B.	55	5.20	B. & S.
Hollis.....	47	13.42	S. & L.	32	10.82	L.
Douglaston.....	43	13.42	S. & L.	28	10.82	L.

## BROOKLYN:

Brooklyn Heights....	5	2.60	S.	10	2.60	S.
Borough Park.....	18	2.60	S.	28	2.60	S.
Flatbush.....	18	2.60	S.	28	2.60	S.
Williamsburgh.....	25	5.20	2 S. or B. & S.	35	5.20	2 S. or B. & S.
Greenpoint.....	35	5.20	2 S. or B. & S.	45	5.20	2 S. or B. & S.
Bensonhurst.....	30	2.60	S.	40	2.60	S.
Canarsie.....	40	5.20	S. & B.	50	5.20	S. & B.
Sheepshead Bay.....	45	5.20		55	5.20	
STATEN ISLAND:.....	25	5.20	B. & F.	40	9.80	B., F. & S.

## LONG ISLAND:

Floral Park.....	53	14.20	L. & S.	38	11.62	L.
Garden City.....	55	15.27	L. & S.	40	12.62	L.
Hempstead.....	62	15.80	L. & S.	47	13.20	L.
Glen Cove.....	74	17.12	L. & S.	59	14.52	L.

\*6th or 7th Avenue and 34th Street

\*\*By October 1948, as a result of certain recent fare changes, the above ratios had been altered somewhat in favor of Jersey City.



## HOUSING

ix..

(I Continued)

<u>From Main Station in:</u>	<u>To:</u> Broad & Wall Streets			<u>To:</u> Midtown Manhattan		
	<u>Time</u>	<u>Cost</u>	<u>Medium**</u>	<u>Time</u>	<u>Cost</u>	<u>Medium**</u>

## BRONX:

Mott Haven.....	35	\$2.60	S.	25	\$2.60	S.
Hunts Point.....	40	2.60	S.	30	2.60	S.
Grand Concourse (161 St. to Fremont)....	40	2.60	S.	30	2.60	S.
Pelham.....	45	2.60	S.	35	2.60	S.
Grand Concourse (Kingst ridge Rd. to Van Cortlandt Park)	53	2.60	S.	43	2.60	S.

## WESTCHESTER:

Mount Vernon.....	42	11.54	N. & S.	47	11.54	N. & S.
Yonkers.....	47	11.79	N. & S.	52	11.79	N. & S.
White Plains.....	60	13.74	N. & S.	65	13.74	N. & S.
Rye.....	61	17.50	NH. & S.	66	17.50	NH. & S.

## NEW JERSEY:

Newark.....	20	9.10	HT.	15	13.45	P.
Elizabeth.....	46	18.10	HT.	31	15.50	P.
Passaic.....	36	9.55	E. & F.	51	12.15	E., F. & S. or B.
Montclair.....	28	9.55	E. & F.	53	12.15	E., F. & S. or B.
Englewood.....	39	10.20	E. & F.	54	12.80	E., F. & S. or B.
East Orange.....	39	10.95	La. & F.	54	13.55	La., F. & S. or B.
Maplewood.....	47	13.05	La. & F.	62	15.65	La., F. & S. or B.
Paterson.....	49	11.75	La. & F.	64	14.35	La., F. & S. or B.
Paterson.....	50	10.90	E. & F.	65	13.50	E., F. & S. or B.
Paterson.....	47	16.30	Su. & HT.	42	11.10	Su., B. & walk 8 blocks or B.(add \$2.60)

\*\*S. - Subway; L. - LIRR; B. - Bus; F. - Ferry; N. - NY Central;  
NH. - New Haven RR; HT. - Hudson Tubes; E. - Erie RR; La. -  
Lackwanna RR; Su. - Susquehanna RR; P. - Pennsylvania RR.



What share of this construction activity has Jersey City enjoyed? There are 92 cities in the country that had over 100,000 persons at the time of the 1940 census. Among them Jersey City ranked thirtieth in population. During the first ten months of 1946, only twelve of the 92 cities, ten of them with less than 150,000 population, issued fewer residential building permits than Jersey City. During the first ten months of 1947, Jersey City ranked number 92 out of 92; nine residential building permits were issued in Jersey City, while the least any of the other cities issued was 56, and two-thirds of the 92 cities issued more than 500 permits. While "permits issued" is not an exact index of construction activity, it is generally taken as a reliable indication of relative activity between cities.

There have been only 3,300 permanent dwelling units built in Jersey City since 1930, of which approximately half or 1,600 are in public housing. Reflecting this dearth of new construction is the fact that over a third of the dwelling units in the city were built before 1900. (See table II for a summary of recent construction.)

#### Rentals

As a result of the lack of recently built accommodations, the relative number of high rental dwelling units in Jersey City is smaller than in the competing cities. Only 10 percent of the tenant-occupied units in Jersey City rented for \$50 a month or more in 1940, as compared with 21 percent in the New York-Northeastern New Jersey metropolitan district as a whole (see table III).

The predominant low rents in Jersey City also reflect housing conditions below the general standard of the metropolitan area at the time when rents were set. In 1940, 12 percent of the dwelling units in Jersey City were in need of major repairs, compared with 8 percent in the metropolitan district; and 18 percent of the units in Jersey City had no private baths compared with 11 percent in the district as a whole (see table IV).

#### Effect of Housing Impasse Upon Population Trends

Between 1920 and 1930, though the population of Jersey City increased by 6 percent, the increment was less than the excess of births over deaths. Thus, it is evident that out-migration had already begun in that decade. Between 1930 and 1940, however, there was an absolute decline in the city's population, primarily as a result of the increasing obsolescence of the residential structures. Families that could



## HOUSING

IX

II  
NUMBER OF DWELLING UNITS COMPLETED IN JERSEY CITY  
April 1940 - August 1947

Permanent Units

## New Permanent Construction

## Privately Financed:

One-family buildings.....	118
Two-family buildings.....	10
Multi-family buildings.....	<u>84</u>
Total Privately Financed	212

## Public:

State Emergency Program.....	50
Other,.....	<u>1,681</u>
Total Public	<u>1,731</u>

Total New Permanent Construction	1,943
----------------------------------	-------

## Conversions:

Privately Financed.....	444
State Rehabilitation Program.	<u>100</u>

Total Conversion Permanent Construction	<u>544</u>
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TOTAL PERMANENT UNITS	2,487
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Temporary Units

## Barracks:

Portsmouth.....	75
Other Barracks.....	<u>51</u>
Total Barracks	126

Prefabricated Buildings	<u>26</u>
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TOTAL TEMPORARY UNITS	<u>152</u>
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GRAND TOTAL	
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	<u>2,639</u>
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## HOUSING

IV

## (II continued)

NUMBER OF NEW DWELLING UNITS PROVIDED BY NEW CONSTRUCTION  
AND CONVERSIONS, EXCLUSIVE OF EMERGENCY HOUSING PROGRAMS  
Jersey City, April 1940 - August 1947

		Apr.			1943		
		Dec.			1944		
	Total	1940	1941	1942	1945	1946	1947
<u>NEW</u>							
Private							
1-family	118	1			1	115	1
2-family	10		2			4	4
multi-family	8 $\frac{1}{4}$	34					
Total	212	85	2		1	119	5
Public	1,681	952	234	416	-	79	-
Total New	1,893	1,037	236	416	1	198	5
<u>CONVERSIONS</u>		444	56	46	22	77	41
TOTAL	2,337	1,093	282	438	78	239	207

## (II continued)

AVERAGE COST PER DWELLING UNIT OF NEW RESIDENTIAL CONSTRUCTION,  
EXCLUSIVE OF EMERGENCY HOUSING PROGRAMS  
Jersey City, April 1940 - August 1947

		Apr.			1943		
		Dec.			1944		
	Total	1940	1941	1942	1945	1946	1947
<u>Private</u>							
1-family	\$5,180	\$22,000			\$1,000	\$5,070	\$4,800
2-family	4,900		\$3,000			4,500	6,250
multi-family	2,360	2,360					
Total	4,190	2,590	3,000		1,000	5,060	5,960
Public	3,960	3,560	5,880	\$3,480		5,420	
TOTAL	3,980	3,490	5,820	3,480	1,000	5,420	5,960

Source: Building Permits Issued by Jersey City Department of Buildings.



## HOUSING

X

(II continued)

## NUMBER OF NEW DWELLING UNITS PROVIDED BY FEDERAL AND STATE EMERGENCY HOUSING PROGRAMS AND SITES OCCUPIED

	<u>Dwelling Units</u>	<u>Sites Occupied</u>
<b>FEDERAL PROGRAM (Temporary Re-Use Barracks)</b>		
Occupied.....	200	23
Incomplete.....	55	8
Total Federal Program	255	31
<b>STATE PROGRAM</b>		
New Permanent Buildings.....	50	4
Rehabilitated Buildings.....	100	4
Prefabricated Buildings.....	26	7
Portsmouth Barracks.....	75	9
Other Barracks.....	51	3
Total State Program	302	27
TOTAL	557	58

## III

## MONTHLY RENT OF TENANT.

OCCUPIED UNITS IN JERSEY CITY AND THE NEW YORK-NORTHEASTERN NEW JERSEY METROPOLITAN DISTRICT, 1940

<u>Monthly Rent</u>	<u>Number of Units</u>		<u>% of Total Reporting</u>	
	<u>Jersey City</u>	<u>Met. District</u>	<u>Jersey City</u>	<u>Met. District</u>
Under \$10.....	622	12,979	1.0%	0.5%
\$10 - \$19.....	12,343	261,969	19.1	10.9
20 - 29.....	20,450	554,757	31.7	30.0
30 - 39.....	15,659	636,510	24.2	26.4
40 - 49.....	9,206	447,220	14.3	18.6
\$50 or more.....	6,275	497,211	9.7	20.6
Total Reporting	64,555	2,410,646	100.0%	100.0%
Average	\$30.76			

Source: U.S. Census of Housing, 1940



## HOUSING

X

(III continued)

DISTRIBUTION OF DWELLING UNITS BY CONTRACT AND ESTIMATED MONTHLY RENT IN JERSEY CITY, NEARBY NEW JERSEY CITIES AND MANHATTAN, 1940

	<u>Jersey City</u>	<u>Hoboken</u>	<u>Bayonne</u>	<u>Newark</u>	<u>East Orange</u>	<u>Mont- clair</u>	<u>Manhat- tan</u>
ALL	87,797	15,822	19,684	116,757	21,723	10,802	617,373
Under \$5	58	19	19	95	13	5	316
\$ 5 - \$ 9	698	404	125	730	24	29	3,700
10 - 14	3,789	2,064	651	5,605	102	130	33,818
15 - 19	10,888	4,210	2,120	14,997	319	331	60,631
20 - 24	12,381	2,547	2,926	18,715	772	545	68,525
25 - 29	11,923	1,896	3,462	16,516	1,296	548	67,471
30 - 39	19,803	1,789	4,951	22,461	3,819	1,315	116,400
40 - 49	12,805	1,160	2,778	15,766	4,358	1,016	77,644
50 - 59	5,178	607	1,180	7,751	3,508	999	46,682
60 - 74	3,127	342	610	5,169	3,227	1,403	43,959
75 - 99	1,471	211	319	2,675	2,107	1,469	35,995
100 & over	875	162	164	1,857	1,190	2,405	55,234
Not Report- ing	1,801	411	379	4,420	988	607	6,998
Average Monthly Rent	\$32.64	\$24.86	\$32.39	\$33.36	\$52.69	\$74.74	\$49.18

Source: U.S. Census of Housing, 1940



## HOUSING

IX

	IV Number of Units		% of Total Reporting		
	<u>Jersey City</u>	<u>Met. District</u>	<u>Jersey City</u>	<u>Met.</u>	<u>District</u>
Total Reporting..	78,290	3,424,485			
In Need of Major Repairs.....	9,085	256,391	11.6%	7.5%	
Without Private Bathroom.....	14,521	369,119	18.5	10.8	
Without Flush Toilet.....	6,672	224,222	8.5	6.7	
Without Running Water.....	202	32,560	0.3	0.1	

Source: U.S. Census of Housing, 1940.

V  
1948 TAXES ON AN \$8,000 IMPROVEMENT  
IN CITIES COMPETING WITH JERSEY CITY

	<u>Tax Rate per \$1,000</u>	<u>Taxes per Month on \$8,000</u>	<u>Monthly Differential Advantage over Jersey City</u>
JERSEY CITY....	\$68.98	\$46.00	
Bayonne.....	73.97	49.30	-\$3.30
Hoboken.....	65.39	43.60	2.40
Newark.....	65.00	43.40	2.60
Irvington.....	58.60	39.10	6.90
Passaic.....	58.10	38.80	7.20
Orange.....	57.50	38.40	7.60
Bloomfield.....	50.40	33.60	12.40
Plainfield.....	50.10	33.40	12.60
Clifton.....	49.30	32.90	13.10
East Orange....	47.20	31.50	14.50
White Plains...	38.47	25.70	20.30
Mt. Vernon....	38.00	25.40	20.60
N.Y.C. (av.)...	29.90	19.90	26.10



afford better housing than was available in Jersey City moved out.

Today, because of the steady growth of the whole metropolitan region, the general housing shortage is desperately acute. Despite the fact that the housing supply in Jersey City is deteriorating much faster than it is being replaced, the downward trend of population has been checked temporarily because there are few housing accommodations available elsewhere and virtually none at rents that the average Jersey City resident can afford. At the Jersey City Veterans' Housing Center, applications are on file from more than 5,000 veterans seeking space in temporary quarters, and the staff of the Center estimates that another 5,000 veterans who are married and living doubled up with in-laws would have applied if they had thought they could qualify for selection. A survey of veterans' housing conducted by the Bureau of the Census in late 1946 revealed that 41 percent of the married veterans in Hudson County were living in rented rooms or doubled up with other families.

The same survey also revealed that the percentage of the veterans living in Hudson County who were in-migrants to the county (i.e., were inducted from some other area) was lower than the percent who were in-migrants to any of the other areas surveyed in the region, and that the percentage of veterans in Hudson County who were married was lower than the percent of married veterans in any of the other areas.

#### STATUS OF RESIDENT VETERANS

	<u>Percent In-migrants</u>	<u>Percent Married</u>
HUDSON COUNTY . . . . .	2	39
New York Area . . . . .	5	40
Essex County . . . . .	6	45
Elizabeth Area . . . . .	7	50
Hackensack-Teaneck Area . .	18	50

The above table shows a correlation between the proportion of the young people in an area who are married and the proportion who are recent arrivals to the area. Both factors depend upon the amount of new housing available in the area. From the fact that Hudson County has a lower proportion of married veterans and of in-migrant veterans than the other areas, it seems likely that Jersey City is failing to attract new young married couples, and is also losing some of its own



native sons and daughters. When the rate of construction in the metropolitan region as a whole begins to catch up with the physical need for housing, if Jersey City does not secure a decisively higher share of the new construction than it has in the past score of years, its population will surely suffer a decline.

#### WHY NOT MORE NEW HOUSING?

##### Land

An important reason for the low rate of construction in Jersey City is that the city is already almost entirely built up and has been for many years. This city, furthermore, is a central segment of the metropolitan area that has grown far past Jersey City's borders. The fact that one large tract on Audubon Avenue, well suited for housing, has remained undeveloped until the present suggests, however, that a general lack of land is not the sole impediment.

In any event, the nearly complete development of Jersey City virtually eliminates the possibility of any significant number of new one- and two-family homes being constructed here, since such construction now is undertaken predominantly in big developments which require large stretches of low cost vacant land. Even for the relatively few individually built houses a plot in an old neighborhood is seldom chosen, for owners prefer to erect new homes where the environment comprises residences of the same up-to-date character and value. Jersey City has a dearth of remaining sites that can compete with suburban areas already partially developed with the one- and two-family owner-occupied houses; and such structures have constituted more than half the building activity in this region since the war.

##### Taxes

For any type of private development the difference between the 1948 tax rate in Jersey City and in the competing areas was such that it appears to have outweighed all the advantages of Jersey City. On a new competitive  $3\frac{1}{2}$ -room apartment assessed at full construction cost, approximately \$8,000, the 1948 taxes in Jersey City \$552 a year, would have contributed \$45.99 a month to rent. Such an apartment could have rented for \$25.92 a month less in New York City, Jersey City's greatest competitor (see table V for comparison with other cities). In New York City, furthermore, most of the new apartments are now being built by insurance companies



with tax exemption that permits a rent saving up to an additional \$6 a month per room.

To some extent offsetting the disadvantageous realty tax situation in comparison with New York is the fact that Jersey City residents are free of any sales or state income taxes. Just because construction costs are so extremely high, however, having doubled since 1940, builders have now become especially sensitive to realty tax rates. This has accelerated the tendency to build in suburban areas, where taxes are relatively low and where costs can also be lowered by use of non-fireproof construction.

MEASURE 1 : Achieve a lower level of taxes on real estate by means capable of reassuring investors of the permanence of such reduction and its stability against fluctuations.

This measure was suggested earlier in the chapter entitled ECONOMIC BACKGROUND. For a full discussion of the question, "Can Jersey City taxes be reduced?" see that section. Unless the tax rate is materially reduced and with assurance that the reduction will be stable and permanent, very few residences will be constructed in Jersey City without some special tax concession.

One form of concession would be to assess new buildings at less than their construction cost. (It has been estimated by one local builder that in today's market, rental apartment buildings would become economically feasible only if the assessment was reduced to about 40 percent of actual cost.) Hudson County tax officials do not permit this practice in Jersey City; and in any case, it is questionable whether investors would go ahead on the basis of an immediate assessment level which might later be sharply raised.

Another method of granting tax concessions is provided by the Urban Redevelopment Law, Chapter 52 of the New Jersey Laws of 1946, under which the city can contract to accept a payment in lieu of taxes equal to 10 percent of the gross income of the development. It has been estimated that this might be the equivalent of the 1947 taxes on a new project assessed at only 20 percent of full construction cost. In theory, the city would recapture some of the value at a future date when the improvements would come entirely into its possession, and there would be an immediate net gain because there would be some improvement ratables instead of none.

The crucial question in determining whether under this arrangement there is a long run net financial gain or loss



for the city is whether the payment in lieu of taxes amounts to more or less than the additional expenses the city must incur in order to provide services for the new development, taking into account also new business ratables stimulated by the housing and the increased taxable value of the property surrounding the new development which will tend to be enhanced as a result of the improvement in the character of the whole neighborhood. It is very difficult to make such a calculation.

If the new income to the city is higher than the additional expense, although the Redevelopment Law project does not contribute as high a proportion of its income to the cost of local government as other property, it will nevertheless lessen the burden on other property to some degree. On the other hand such a project permanently withdraws a certain amount of the city's area from possible fully taxable use. Pending a general reduction in the tax level, however, since there is very little likelihood that any housing will be built without some tax exemption, it would appear to be a sound policy for the city to encourage developments under the Urban Redevelopment Law, under specific terms as favorable to the city as possible. In so doing we believe the city should favor local capital, so as to strengthen its economic base to the utmost.

#### REDEVELOPMENT

There remain scattered sites in Jersey City on which individual apartment buildings might be placed if the tax difficulty were solved. A number of competing areas, however, can provide comparable sites but in neighborhood environments which are considered more suitable for apartments renting for the \$30 to \$40 a room per month required to yield a return on present construction costs. In Brooklyn, Queens and The Bronx there are relatively attractive apartment house neighborhoods that are not much more distant from Manhattan in terms of travelling time than Jersey City and can be reached by subway. In Manhattan itself, the lack of space has forced builders to put luxury apartments in some uninviting neighborhoods, but this is compensated for by the extreme convenience of the location.

To pay \$90 to \$120 a month for a three-room apartment normally requires an income of at least \$5,400 a year. The few residential districts in Jersey City with the kind of neighborhood quality that is demanded by the people in that high income group are already developed to maximum density.



Luckily, the scale of post-war housing construction has reached a level which makes possible the creation of a whole new neighborhood environment in one single building operation. Needed in Jersey City are developments on a large enough scale to permit good site planning and to provide their own screens against surrounding obsolete and lower valued uses, and thus to be their own neighborhoods and "good addresses."

MEASURE 2 : By extensive redevelopment foster the creation of new and distinctive neighborhoods for middle and upper income groups equal in quality to the best in the metropolitan area.

#### Redevelopment Offers a Physical Solution

Since Jersey City lacks sites that are largely vacant, suitable for residence and big enough for large-scale development, the assembly and clearance of land by redevelopment is necessary. Private investors in housing at the present time will not write off the value of old buildings and their cost of demolition. What is even more important, they cannot possibly go to the expense of dealing simultaneously with large numbers of individual property-owners who are likely to include some "hold-outs." If the cost of land assembly for private development is to be less than exorbitant, the power of condemnation must be invoked by the municipality. It was primarily for this reason that the New Jersey Urban Redevelopment Law was passed. Under its terms (see Appendix I), a municipality may acquire land for a redevelopment project by use of the power of eminent domain and lease it to an investor for a period up to 60 years, after which the land and the improvements become the property of the municipality. The difference between the amount of ground rent the city can obtain for the land and the cost of acquiring it may be compensated for after the termination of the lease by the remaining value of the land and improvements.

Under the New Jersey law a city is empowered to assemble a redevelopment area by condemnation only after it has entered into contract with a developer. The provisions of a redevelopment law recently passed in the State of Illinois, however, enable a city to set up a Land Commission, vested with the power of eminent domain, to acquire land and offer it for sale or lease to private investors. The Land Commission is a permanent body, independent of political administrations, charged with the responsibility for and the continual promotion of redevelopment. Such cities as Indianapolis, Indiana and Detroit, Michigan have similar programs in full swing. If legislation were passed in New Jersey permitting cities to set up such commissions, redevelopment in Jersey



City would be considerably facilitated.

MEASURE 3 : Secure state legislation enabling the city to set up a Land Commission with the power of eminent domain and authorized to assemble and rent out land for redevelopment.

#### The Purpose of Studying Potential Redevelopment Areas

Even under existing legislation new housing in Jersey City, private as well as public, will require assembly and clearance of land by the city. There are many advantages to the city in having a plan and a program for redevelopment well in advance of the moment when large-scale building actually gets under way: planning can be more thorough; purchases can be made at the most favorable times.

The very cheapest way for the city to acquire parcels needed for large-scale assembly is by retaining properties which come into municipal ownership through tax delinquency. It is manifestly impossible to retain all such parcels, but it is probably within the city's financial ability to earmark one or two redevelopment areas which seem the most immediately promising, and to concentrate on holding as much land as possible within the few selected sites. This process would also aid in attracting investors, since the city would have something definite to offer them. Of further advantage is the fact that the planning of schools, sewers, streets, etc. would be most effective if there were an early decision concerning the location of areas most likely to be developed next.

MEASURE 4 : Establish a policy whereby, in a limited number of areas, most suitable for redevelopment, the city retains ownership of land that it acquires through tax foreclosures.

As the first step towards a redevelopment program we have prepared a study of a number of sites in the city that are suitable for redevelopment. The study is designed to provide a basis for the selection of sites to be redeveloped and it is for the use of a Land Commission, should the latter become possible. The city may also find it advantageous to provide insurance companies and other investors with extracts from the information to acquaint them with what Jersey City has available.



## METHOD FOR SELECTION OF REDEVELOPMENT AREAS

The first consideration guiding the selection of an area for housing redevelopment is the suitability of the location for residences. Access to transportation and to community facilities and protection from incompatible land uses are the primary essentials. Jersey City is so compact a city that almost every part of it is either adequately connected with centers of employment and major shopping centers, or can be made so by new bus routes. In the neighborhoods where local shopping centers are not now adequate to serve the increase in population that a redevelopment project would bring, additional facilities can be expected to grow with the demand. If new housing is built where the existing schools are not adequate to receive additional students, however, the city will be forced to build new ones.

In an industrial city like Jersey City there must be complete assurance that redeveloped areas will be protected against incompatible land uses, present or in the foreseeable future. No site subject to the nuisances of noise, traffic, smoke or ugliness concomitant with industry and heavy commerce can be considered a desirable site for a housing project, whether private or public. We have therefore limited our investigation to sites which seemed reasonably assured of continued unmixed residential use in the light of our study of land use (see Master Plan of Land Use).

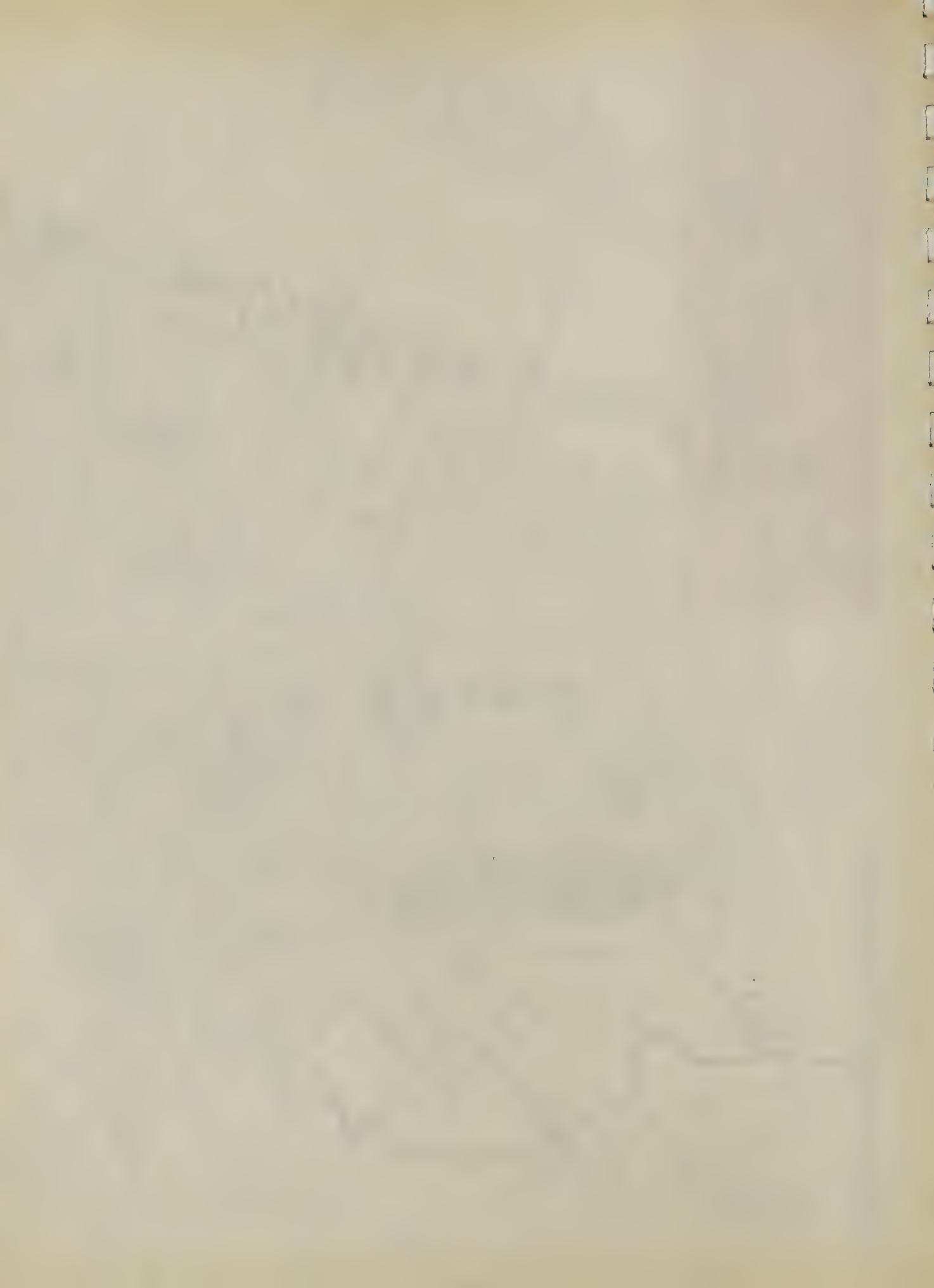
For redevelopment with housing, the suitability of an area does not depend alone on the amenities and homogeneity it offers, but depends also upon how expendable any existing development is. In the past, the main public purpose behind redevelopment legislation has been to clear the cities of slum housing. During the period when there were a great many residential vacancies, it was considered beneficial to demolish substandard housing in connection with the construction of new housing. In the present critical housing shortage, however, it seems mandatory to avoid demolishing dwellings that are reasonably habitable. Slum clearance must be deferred as long as the vacancy rate remains close to zero, because the need for an absolute increase in the amount of the habitable housing appears as vitally important as the need for an improvement in the quality of housing.

Accordingly, a most important factor in the choice today of areas for redevelopment is the number of occupied dwellings the areas now contain, since it will not be possible for a long time to redevelop some that are densely populated, even though the accommodations may be seriously substandard. We have therefore distinguished carefully between two types of



# INDUSTRIAL PLANTING AREAS APPROXIMATE LOCATIONS





redevelopment areas. Recommended for first consideration are those in which the existing residential density is low. The acquisition cost of such areas is correspondingly low, which adds to their appropriateness for early redevelopment. The areas of the second type are characterized by higher densities; but because the bulk of the existing housing has reached an advanced stage of obsolescence these districts will be ripe for redevelopment as soon as slum clearance again becomes feasible.

To reveal the condition of existing housing in an area we analyzed the urgency of major repairs, the condition of plumbing equipment, the age of the structures and the level of rents, as indicated by the 1940 U.S. Census of Housing. To bring the data on plumbing and state of repair up to date we checked all permits issued by the Jersey City building department. No significant amount of repair or alteration work requiring building permits has been done in any of the areas studied since 1940.

The actual selection of potential redevelopment areas resulted from an integration of many study maps showing such factors as the type of development on each lot in the city; the average age, condition and rental value of the housing on each block in the city; the residential density and the average value of lot assessments on each block. Homogeneous areas were then delineated in accordance with the standards noted above, each area extensive enough for relatively large scale housing projects.

Twenty-three areas have been closely examined. We believe they include all of the most promising candidates for residential redevelopment, even though certain borderline areas were omitted after preliminary consideration. We shall now present a description of the areas, divided by their essential characteristics into four groups: lowest density, medium-low density, predominantly substandard and moderately substandard. The accompanying map shows the approximate locations and sizes of the areas. To forestall the possibility of land speculation neither the exact boundaries nor the exact positions have been depicted.

#### TWENTY-THREE AREAS DISCUSSED

##### Lowest Density Areas -- M, R, N, W, U, V.

Six areas have been found which contain fewer than 12 dwelling units to the gross acre (including existing streets).



The residential density of area N is low mainly because the area comprises a certain amount of industrially used land. In the others, however, the low existing density of population reflects a considerable amount of unimproved land: more than 30 percent of the land assessment in each is assessed against vacant land (see table VI).

Again with the exception of N, each of these areas has an assessed value of land and improvements less than \$.85 per gross square foot (see table VI).

Area M. The reason why area M is so little developed is that a large part of the land is swampy and relatively expensive to build on. Whether the extra cost is prohibitive is a question which would merit an engineering study by the city. South of the area the adjoining land is largely in industrial use, but on the other three sides lie the Medical Center, Montgomery Park and a public housing project. Thus area M is well protected from devaluating influences, while the imposing Medical Center presents an attractive view and the park is a valuable amenity. If the 1941 assessed valuation of \$1.22 per gross square foot is a valid measure, the cost of acquiring this property, while higher than the cost of some areas more largely vacant, would not be more than what is currently being paid for apartment sites elsewhere in the metropolitan region.

Area N. Area N adjoins area M, and its redevelopment should be considered in connection with the latter, whether or not to build housing in either area depends on whether that entire section across Grand Street from Lafayette should be devoted to residence or to industry. While the use of most of Area N is now industrial rather than residential, the tax assessments seem to indicate that the plants are not of very high value. For the improved properties the ratio of the improvement assessment to the land assessment is only  $2\frac{1}{2}$  to 1; and furthermore, nearly one-fifth of the total land assessment is against vacant land. The area is bordered by residential uses and is near two public housing projects, which insure it against future blight.

Area R. Area R is protected by a park and a cemetery on the sides. It consists of several blocks in a row, of which two are built up with one- and two-family homes, 89 dwelling units in all, which had an average monthly rental value of \$28 in 1940. A temporary housing project has been built on one of two other blocks which are otherwise predominantly vacant. Area R might be suitable for a small 10-acre project.



## HOUSING

VI  
AREAS WITH LOWEST POPULATION DENSITY

	<u>M</u>	<u>R</u>	<u>N</u>	<u>W</u>	<u>U</u>	<u>V</u>
Gross Area in Acres.....	28	10	22	22	58	24
Dwelling Units*.....	109**	89	216	238	667	283
Dwelling Units Per Gross Acre*....	4**	10	10	11	12	12
Assessment (in thousands)						
Land.....	\$ 355	\$ 133	\$ 375	\$ 271	\$ 833	\$ 284
Improvements:	<u>425</u>	<u>172</u>	<u>772</u>	<u>442</u>	<u>1185</u>	<u>444</u>
Total.....	780	305	1147	713	2018	728
Ratio: Unim- proved Land to Total Land	43%	50%	18%	41%	32%	36%
Assessment Per Gross Sq. Foot						
Land.....	\$ .30	\$ .33	\$ .40	\$ .29	\$ .33	\$ .28
Improvements.	<u>.35</u>	<u>.42</u>	<u>.82</u>	<u>.48</u>	<u>.48</u>	<u>.43</u>
Total.....	\$ .65	\$ .75	\$ 1.22	\$ .77	\$ .81	\$ .71

\* U.S. Census 1940.

\*\* Approximate.



Areas W, U, V. Areas W, U and V are contiguous, together constituting most of the slope east of Tonnele Avenue and north of Manhattan Avenue. We have separated this large strip of territory into three areas of manageable size, though different boundaries delineating smaller or larger areas might also be appropriate. The whole section consists of scattered residences thinnest along the west where the slope down to Tonnele Avenue is steepest. The average existing density does not exceed 12 families per acre. Moreover, there is an extraordinary proportion of unimproved land, as evidenced by the percent of total land assessment levied against vacant land: 32 percent for Area U, 36 percent for V and 41 percent for W.

The slope provides a classic example illustrating the result of unimaginative street layout and lot subdivision. The steep hillside, while not necessarily a disadvantageous feature, became a barrier to development because the area was platted rectangularly with streets running abruptly at right angles to the slope. With a new site plan designed to fit the topography, the section might become highly desirable.

The low economic value and underdevelopment of Areas U, V and W are revealed by the figures in table VI.

Only the process of redevelopment can convert this unproductive land to full use, for if any of it is to be used properly, the whole must be fundamentally redesigned: streets, utilities and subdivision.

Elsewhere we have suggested measures to recapture the former beauty of the long vista to the west and to secure protection against nuisances emanating from the Secaucus Meadows. Located ideally athwart the connecting road from the Holland Tunnel to the Lincoln Tunnel, the slope is uniquely convenient to all parts of Manhattan and has the potentiality of providing highly desirable housing for residents of good means.

#### Areas With Medium-low Population Density -- S, T, L, D.

The number of dwelling units per gross acre in Areas S, T, L and D ranges from 16 to 23. While these densities are lower than the average for the city, they are nevertheless high enough so that the problem of relocating the residents under present conditions would be difficult (see table VII).

Each of these areas has an assessed value which averages



## HOUSING

1

VII  
AREAS WITH MEDIUM LOW POPULATION DENSITY

	<u>S</u>	<u>T</u>	<u>D</u>	<u>L</u>
Gross Area in Acres.....	7	8	22	11
Dwelling Units.....	114	143	503	253
Dwelling Units Per Gross Acre.....	16	18	23	23

**Assessment  
(in thousands)**

Land.....	\$138	\$120	\$331	\$164
Improvements.....	<u>221</u>	<u>198</u>	<u>768</u>	<u>312</u>
Total.....	359	318	1099	476

Assessment Per  
Gross Sq. Foot

VIII

Land.....	\$ .46	\$ .35	\$ .35	\$ .34
Improvements.....	<u>.73</u>	<u>.59</u>	<u>.81</u>	<u>.64</u>
Total.....	\$1.19	\$ .94	\$1.16	\$ .98

IX

Jersey City

Residential Buildings	43	74	229	-
Dwelling Units.....	114	143	503	-
Percentage of Units Constructed:				
Before 1900.....	35%	33%	30%	37%
1900 - 1919.....	60	39	60	39
1920 - 1929.....	-	28	8	21
1930 - 1939.....	5	-	2	3
Total Reporting....	100%	100%	100%	100%
Units Needing Major Repairs.....	4%	9%	-	12%
Units Without Private Bathroom....	11%	4%	39%	19%
Average Monthly Rent- al Value Per Dwelling Unit.....	\$30	\$34	\$23	\$33

Note: All figures regarding dwelling units taken from U.S. Census 1940.



less than \$1.20 per gross square foot as is shown in table VIII.

Information from the 1940 census concerning the condition of the housing in Area L is not available, but it appears that the quality of housing in areas S and T is about average for Jersey City, while Area D has an especially large proportion of units without bathrooms and with a low rental value (see table IX).

Area S. More than half of this area is vacant or in temporary use; the remaining portion is entirely built up with residences. It has the advantage of adjoining a fine park, but the disadvantage of facing a heavily trafficked road directly across which there are industrial plants. The convenience of the area, however, might warrant the expense of a landscaped buffer to shield it from the industry adjoining and traffic might be rerouted away from the area.

Area T. Area T adjoining Bay View cemetery is one of the less convenient locations in the city in terms of existing transportation to work centers and central shopping facilities, but rising to some 55 feet above New York Bay, the land commands a fine view. The area which is only 550 feet on each side may be somewhat smaller than is best for self-contained redevelopment.

Area L. This area lies just behind one of the oldest business centers in Jersey City and abuts the rear of some of the store properties. As part of the redevelopment of Area L off-street parking and loading facilities might be provided behind the stores, at the same time greatly increasing the value of the stores and relieving traffic congestion in the neighborhood. A deep railroad cut crosses a corner of the area and some means will have to be found to render it inoffensive and safe. The particular advantage of Area L is its central location and access to all parts of the city as well as to New York.

Area D. Area D now contains many vacant lots and low value one- and two-family buildings. It adjoins a city housing project. This project and any new development on Area D would afford each other mutual protection against blight. The area is conveniently located, not very far from Journal Square.



Areas With Predominantly Substandard Housing -- A,C,B,K,O,H.

No single measure of the quality of housing can serve to rank individual dwelling units or entire areas in order of how healthful they are for people to live in. Many very old buildings are well maintained and in good condition. Rental value, although highly indicative as a general measure, is influenced by the number of rooms per dwelling unit and by other factors of occupancy which are irrelevant to the quality of the housing.

In order to present areas in the city which demand residential redevelopment because the existing housing is physically least valuable, we have sifted out all extensive areas in which over 20 percent of the dwelling units were reported in need of major repairs, and in which over 50 percent were built before 1900, according to the 1940 census. In such areas rentals tend to be low and a proportion of the dwellings are apt to lack essential facilities like private bathrooms.

Areas A, B, C, K. These areas are grouped around the Northern end of Jackson Avenue. While they each contain a high proportion of substandard housing as defined above, Area A is virtually unrelieved, whereas B, C and K each has some relatively good housing. Area K, in particular, includes several frontages with apartments which though old command high rentals. Without including these frontages, it probably would not be feasible to redevelop the rest of Area K. For detailed data on the condition of housing in the four areas see table X.

All four areas are densely developed; and consequently they are assessed somewhat higher than most of the areas discussed previously, ranging between \$1.34 and \$2.02 per gross square foot (see table X).

Jackson Avenue is suffering from an acute parking problem. It is generally agreed that business along the Avenue would be greatly benefitted if facilities for off-street parking were provided and on-street parking limited. Furthermore, it would be desirable to provide rear access to the shops for trucks which now block traffic on the avenue to unload merchandise. Accordingly, in delineating Areas A, B, C and K which adjoin Jackson Avenue we have included the parcels directly behind the lots facing the Avenue itself. These parcels could be used for off-street parking and loading facilities designed and constructed in connection with the redevelopment of the blighted residential areas.



Area O. On June 23, 1947, the Planning Board passed a resolution recommending to the Jersey City Commission that properties within Area O east of Henderson Street and north of Grand Street be neither rehabilitated nor sold, but that the area be set aside for housing redevelopment. The existing housing in the area is predominantly substandard. 44 percent of the dwelling units in 1940 lacked a private bathroom and 50 percent needed major repairs, the continued neglect of which would endanger their structural safety (see table X).

Since the residential buildings in the area are predominantly multi-family, the population density is high even though only one-fourth of the land area is in residential use. The remaining three-fourths consists of approximately equal areas of church, store and industrial property. The church property, though old, is still very valuable, assessed at over three-quarters of a million dollars, or nearly \$10 a square foot. The block largely occupied by the Railroad Express Company building is assessed for more than a quarter of a million dollars (1947) or \$3.29 a square foot. If the cost of acquiring the property in Area O were as high as the assessed valuation, the overall cost per square foot would be \$3.15 (see table X).

It should be noted that one segment of the area, a triangular block 1.3 acres in size, is across Montgomery Street from the rest of the area, which would make it difficult to redevelop the whole integrally.

Area H. Area H is not as severely blighted as the other areas in this group; it has some new development between 1920 and 1929. But a high proportion of the dwelling units need major repairs and have no private bathroom, and the average monthly rental value per unit in 1940 was only \$24 (see table X).

This area, which is east of Central Avenue near Pershing Field, is in a section well suited for residential use, but rapidly being ruined for residences by the presence of scattered light industrial and heavy commercial uses. In redeveloping Area H, several of the north-south through streets to Union City might be closed. Webster, Sherman, Hancock and Cambridge Avenues are not needed to carry through traffic, which could be rerouted to Central and Palisade Avenues. Modern site planning permits considerable freedom in the arrangement of buildings, so that fewer streets are needed within a given area. This tends to increase the amount of land that can be built on.



## HOUSING

IX

X  
AREAS WITH PREDOMINANTLY SUBSTANDARD HOUSING

	<u>A</u>	<u>C</u>	<u>B</u>	<u>K</u>	<u>O</u>	<u>H</u>
Gross Area in Acres.....	10	10	11	9	11	26
Dwelling Units.....	378*	323	466*	304*	297	785
Dwelling Units Per Gross Acre.....	38*	31	43*	34*	27	30
Assessment (in thousands)						
Land.....	\$305	\$202	\$236	\$236	\$308	\$498
Improvements.....	<u>418</u>	<u>406</u>	<u>558</u>	<u>742</u>	<u>1197</u>	<u>1108</u>
Total.....	723	608	794	978	1505	1606
Assessment Per Gross Square Foot						
Land.....	\$ .71	\$ .44	\$ .50	\$ .49	\$ .65	\$ .44
Improvements.....	<u>.28</u>	<u>.90</u>	<u>1.17</u>	<u>1.53</u>	<u>2.50</u>	<u>.99</u>
Total.....	\$1.69	\$1.34	\$1.67	\$2.02	\$3.15	\$1.43
Residential Buildings...	169*	153	146*	168*	109	317
Dwelling Units.....	378*	323	466*	304*	297	785
Percentage of Units Constructed:						
Before 1900.....	88%	50%	62%	87%	46%*	86%
1900 - 1919.....	12	48	37	8	51*	2
1920 - 1929.....	-	1	0.5	4	2 *	12
1930 - 1939.....	<u>-</u>	<u>1</u>	<u>0.5</u>	<u>1</u>	<u>-</u>	<u>-</u>
Total Reporting.....	100%	100%	100%	100%	100%*	100%
Units Needing Major Repairs.....	53%	26%	22%	37%	50%	20%
Units Without Bathroom..	15%	21%	18%	11%	44%	33%
Average Monthly Rental Value Per Dwelling Unit	\$29	\$26	\$24	\$48	\$21	\$24

\* Approximate

Note: All figures regarding dwelling units taken from U.S.  
Census 1940.



Moderately Substandard and Miscellaneous Areas -- Q,P,F,G,E,J,I.

These are areas in which the process of blight has not advanced as far as in the areas discussed immediately above; but they still contain a relatively high proportion of substandard housing and therefore must be considered for eventual redevelopment.

Areas Q, P. Areas Q and P are both in downtown Jersey City: Area Q is west of Hamilton Park; Area P is a few blocks north of the Grove Street station of the Hudson Tubes. These two areas were chosen as representative of conditions in the downtown section of the city, where there are many other similar sites.

Downtown Jersey City has one special advantage for residential development over all but the Journal Square section of the hill. It is particularly convenient to Journal Square, to downtown and midtown Manhattan and to Newark. However, a large proportion of the residential buildings in the section are obsolete and deteriorated, and residential rental values are low.

In 1940 the average monthly rental value per dwelling unit was \$22.10 in Area Q and \$19.50 in Area P. There are few blocks downtown in which the dwelling units had an average monthly rental value of more than \$25 a month in 1940. Despite this fact, however, the assessed valuations everywhere in the section are higher than in less deteriorated residential sections on the hill. This is so because there is a heavy sprinkling of large industrial and commercial buildings which tend to raise assessments throughout the predominantly residential neighborhoods downtown. It is difficult to find any area downtown large enough for a redevelopment project as we defined it above, and without high valued buildings that would bring the cost of acquisition well above an economic level assuming full assessment and present high building costs. In the most badly blighted parts of the downtown section there is the highest proportion of old but nevertheless high valued structures.

Areas Q and P have a minimum of such structures, but nevertheless the total assessed value per gross square foot is \$1.97 in Area Q and \$2.64 in Area P (see table XI).

Areas F, G. Areas F and G straddle the southern end of Central Avenue within a short bus ride or fair weather walking distance of Journal Square. In effect, they will be even closer when Central Avenue is extended south to Summit.



## HOUSING

X

XI  
MODERATELY SUBSTANDARD AND MISCELLANEOUS AREAS

	<u>Q</u>	<u>P</u>	<u>F</u>	<u>G</u>	<u>E</u>	<u>J</u>	<u>I</u>
Gross Area							
in Acres.....	11	11	17	16			
Dwelling Units.	616	674	512	431			
Dwelling Units							
Per Gross Acre	55	59	29	27			
Assessment							
(in thousands)							
Land.....	\$222	4301	4301	241	275	251	\$320
Improvements.	729	748	617	701	672	599	945
Total.....	951	1048	918	942	947	850	1265
Assessment Per							
Gross Sq. Foot							
Land.....	\$ .46	\$ .61	\$ .40	\$ .35	\$ .46	\$ .51	\$ .51
Improvements.	1.51	1.51	.81	1.01	1.12	1.21	1.49
Total.....	\$1.97	\$2.12	\$1.21	\$1.36	\$1.58	\$1.72	\$2.00
Residential							
Buildings.....	245	171	197	79	207*	144	207
Dwelling Units.	616	674	512	431	465*	434	653
Percentage of							
Units Con-							
structed:							
Before 1900..	25%	77%	83%	70%	75%	69%	50%
1900 - 1919..	75	23	16	25	25	18	49
1920 - 1929..	-	-	1	5	-	11	1
1930 - 1939..	-	-	-	-	-	2	-
Total Reporting	100%	100%	100%	100%	100%	100%	100%
Units Needing							
Major Repairs.	12%	8%	11%	6%	16%	-	2%
Units Without							
Private Bath- room.....	56%	39%	33%	27%	17%	22%	44%
Average Monthly							
Rental Value Per							
Dwelling Unit.	\$22	\$20	\$24	\$28	\$30	\$27	\$24

\* Approximate.

Note: All figures regarding dwelling units taken from U.S.  
Census 1940.



In each area 14 percent of the total land assessment is levied against vacant land. The total assessed value per gross square foot is fairly low: \$1.36 in Area G and \$1.21 in Area F (see table XI).

While the existing housing in these areas did not include an unusually high proportion of dwelling units in bad repair in 1940, the census does reveal a large proportion of old units and units without private bathrooms. The dwellings in Area F appear to be somewhat more obsolete than those in Area G (see table XI).

Area E. Area E in the northern Jackson Avenue section links together Areas K and B discussed above. The housing in Area E has not as yet deteriorated to the extent of the other areas under consideration near it. In two blocks of the area the average rental value is slightly higher than the average for the city as a whole. However, the census data does indicate a relatively high proportion of obsolete housing all over the area (see table XI).

One-quarter of Area E is presently devoted to streets: 135,000 of the total 602,000 square feet. Redevelopment would increase considerably the amount of land that could be built on or used for open spaces. The assessed valuation per gross square foot (including streets) of Area E is slightly lower than the average unit evaluations in Areas A and B, which are adjacent on the south (see table X).

Although Area E does not demand clearance as urgently as other blighted parts of the city, its eventual redevelopment should be considered in connection with the rehabilitation of the Jackson Avenue section. Moreover, a portion of Area E is involved in a proposed scheme for linking Jackson and Monticello Avenues, an improvement which might be undertaken together with the redevelopment of the whole area.

Areas I, J. Areas I and J are in the northeast section of the hill in Hudson City. The housing in these areas has a low rental value, and a large proportion of the dwelling units have no private bathroom. Few of the units, however, needed major repairs in 1940 (see table XI).

The assessed valuation of these areas is higher than that of most of the other areas studied, partly as a result of the fact that there are several industrial plants in each of them. While the housing in Area I appears not to be as good as the housing in Area J, the assessed valuation per gross square foot is higher in Area I than in Area J. This is another demonstration of the fact that the cost of redeveloping residential areas does not necessarily go down as



## HOUSING

the housing deteriorates if industrial uses are permitted to intrude (see table XI).

## SUMMARY

During the course of this chapter we have focussed on housing as a separate problem. Before concluding we wish to emphasize that other sections of the Master Plan bear as directly on housing as this one does; that far from being separate, in actuality housing involves and is affected by streets, parks, shopping, zoning, education, transit.

It follows that of themselves the measures suggested in the present chapter cannot solve the housing problem in Jersey City. This makes imperative the adoption of a rounded plan for the orderly improvement of all facets of the city: the fundamental relation between residences and the other types of municipal land use; the creation of stable neighborhoods; the rationalization of traffic and transportation; and the continued development of effective and efficient municipal services geared to the needs and to the capacities of this city.



TRANSPORTATION

( EXCERPT FROM LETTER OF TRANSMITTAL )

We take this occasion to thank the Port of New York Authority and its staff for the advice and time they so generously contributed and to express appreciation to the Department of Economic Development of the State of New Jersey for permission to reprint a diagram from its "Report on Plan For Bringing the Railroads in New Jersey Into a Union Passenger Terminal in Mid-Manhattan."



TRANSPORTATION

COMMISSIONER  
JAMES F. MURRAY  
MEMORIAL COLLECTION

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TRANSPORTATION

MEASURE 1 : Urge the Hudson and Manhattan Railroad to add stations on Railroad Avenue between Monmouth and Brunswick Streets, on the railroad cut at Waldo Avenue and on Newark Avenue at West Side Avenue.

MEASURE 2 : Secure the cooperation of the Central Railroad of New Jersey and of the Hudson and Manhattan Railroad to investigate thoroughly the possibilities for rapid transit operation from the Hudson and Manhattan Tunnels at Waldo Yards via the right-of-way of the National Docks Railroad to Communipaw Avenue Station, and thence via the tracks of the Central Railroad of New Jersey to West Side Avenue Station on its Newark and New York Branch and to Bayonne or Elizabeth on its Main Line.

MEASURE 3 : Continue efforts to secure early completion of an origin-destination survey by the Public Roads Administration in cooperation with the State of New Jersey.

MEASURE 4 : By all possible means promote the inauguration of a city wide system of free transfers between bus routes.

MEASURE 5 : Press for construction of a new union bus terminal at the Grove Street station of the Hudson and Manhattan Railroad, to be used in place of the present Exchange Place Terminal.

MEASURE 6 : Recommend that the city negotiate with the various bus companies involved to accomplish the above re-routing of bus lines.

MEASURE 7 : By all possible means, promote a joint planning and action by the railroads in Jersey City, aimed toward rationalization, consolidation and common operation of their facilities.

MEASURE 8 : Urge the city to retain a consultant specializing in railroad engineering to advise the city authorities and to work with the railroads to develop and execute a plan for the consolidation of railroad facilities and operations.

MEASURE 9 : Encourage the covering of the open railroad



TRANSPORTATION

X - 2

cuts in the city with housing developments, commercial buildings, garages, parks or other developments appropriate to the surrounding areas.

MEASURE 10 : Request the city to negotiate with the Pennsylvania Railroad with the object of securing their Waldo Avenue Yards for development by the city as a landscaped park, offering in exchange city-owned property in one of the proposed industrial areas.

MEASURE 11 : Press for demolition of the elevated railroad on Railroad Avenue and of the terminal and ferry slips at Exchange Place.

MEASURE 12 : Recommend to the City Commissioners that they retain disinterested technical port development consultants to prepare detailed plans and estimates of costs and revenues for a complete modernization program of the city's deep water shipping facilities.



## TRANSPORTATION

Jersey City is unique among cities in the extent to which transportation preempts the land. The same geological accident that created the world's outstanding port at New York Bay also marked the portion of Hudson County occupied by Jersey City as the distribution funnel for tremendous volumes of peoples and of goods. Here alone, on the continental side of the Hudson River, is there sufficient flat land east of the rocky Palisades to provide space for railheads and for the sprawling yards essential to the water belt that ties the metropolitan region together. A considerable proportion of persons employed in Jersey City are engaged in activities that are directly related to transportation and to distribution, as was shown in the chapter, ECONOMIC BACKGROUND. Thus, since Jersey City bears the transportation of a whole region, the material dealt with in the present chapter has an impact and an importance far beyond its usual place in the pattern of a city.

In addition to providing the network that brings the transportation of the region to a focus, Jersey City is a major city with transportation problems of its own. From the planning standpoint, consequently, there are two major facets to be considered: long distance movement and local movement in the city and in its immediate environment. Inasmuch as the problems inherent in each are different, we have treated them separately in our discussion: local movements under Transit and Buses; long distance movements under Railroads, Waterways and Airports. Because of the key importance of highway transportation and because the roads are used in common by long and short haul carriers, however, automotive transportation problems have been discussed in a special section, SELECTED HIGHWAY PROBLEMS.

### RAPID TRANSIT

At present the only rapid transit railroad in Jersey City is the Hudson and Manhattan Railroad. As a means of carrying persons between various sections of Jersey City it is of limited usefulness, there being only four stations within the city. Stations added in the following three new locations would improve local services considerably:

1. Railroad Avenue between Monmouth and Brunswick Streets;
2. Pennsylvania Railroad cut at Waldo Avenue;



### 3. Newark Avenue at West Side Avenue.

With these new stations there would be stops at approximately half-mile intervals along the lines of the Hudson and Manhattan Railroad in Jersey City. This would afford service more nearly approaching the standard for intervals in New York City, where even in wholly residential areas there are rapid transit stops within every half mile. Installation of escalators in all deep level stations and purchase of modern cars would improve the service and convenience considerably.

MEASURE 1 : Urge the Hudson and Manhattan Railroad to add stations on Railroad Avenue between Monmouth and Brunswick Streets, on the railroad cut at Waldo Avenue and on Newark Avenue at West Side Avenue.

At the request of the City of Bayonne, the Port of New York Authority presently is studying the possibility of a new rapid transit line extending from the southern end of Bayonne to Susquehanna Transfer in North Bergen. One alignment under consideration would go along the west side of Jersey City in the vicinity of State Highway #1. The results of this study will be of considerable interest to Jersey City. We consider it unlikely, however, that the extension of rapid transit facilities in the city by construction of new trackage over new rights-of-way can be made to pay. On the other hand it is possible that additional operations over existing trackage with minor alterations would prove economically feasible.

The Newark and New York Branch of the Central Railroad of New Jersey has been used only lightly since the bridge over the Hackensack River was damaged. This line could be connected to additional tracks on the right-of-way of the National Docks Railroad, which in turn could be connected to the Hudson and Manhattan tunnels under Waldo Yard. Electrification of this route would permit rapid transit operation to be extended all the way to the present West Side Avenue Station on the Newark and New York crosstown branch. Stations already exist at West Side, Jackson, Arlington, Pacific and Communipaw Avenues. Thus, with the construction of a new station where the National Docks Railroad crosses Grand Street, six rapid transit stations would be added in a relatively densely populated area of Jersey City.

Should electrification of this entire route prove too expensive, it might be limited to the section between the Hudson and Manhattan Tunnels and Communipaw Avenue. The tube trains would terminate there and shuttle service by diesel-electric cars could be supplied on the rest of the line.



## TRANSPORTATION

X -5

A similar shuttle service might be operated on the main line of the Central Railroad of New Jersey south to Bayonne or even to Elizabeth. The results of a Public Roads Administration survey of origins and destinations in Jersey City would help considerably in estimating potential use of the rapid transit extension facilities described above.

MEASURE 2 : Secure the cooperation of the Central Railroad of New Jersey and of the Hudson and Manhattan Railroad to investigate thoroughly the possibilities for rapid transit operation from the Hudson and Manhattan Tunnels at Waldo Yards via the right-of-way of the National Docks Railroad to Communipaw Avenue Station, and thence via the tracks of the Central Railroad of New Jersey to West Side Avenue Station on its Newark and New York Branch and to Bayonne or Elizabeth on its Main Line.

In March of 1948 the Interstate Commerce Commission gave permission to the Central Railroad to abandon its passenger operations on the Newark and New York Branch in Jersey City. There is some danger that stations and even trackage on the line might be removed before the possibilities of rapid transit have been explored. It is urgent, therefore, that efforts be made at once to interest the railroads in this investigation.

## BUSES

The system of bus routes in Jersey City is in need of rationalization. There are some sections of the city which are poorly served and other areas with wasteful duplications of routes. It should be made possible for a Jersey City passenger to go from any point in the city to any other point on one fare and without making more than one transfer. After the completion of the requested Public Roads Administration origin and destination survey, information will be available upon which to base rational plans for re-routing the bus lines throughout the city.

MEASURE 3 : Continue efforts to secure early completion of an origin-destination survey by the Public Roads Administration in cooperation with the State of New Jersey.

For the present, therefore, we shall confine our suggestions to steps which might be taken immediately to rectify some of the more outstanding inadequacies in service.



The full effectiveness of certain portions of the existing bus routing is impaired because passengers may not freely transfer between all local bus lines. There appear to be frequently travelled paths totally within the city which require two separate fares. Steps should be taken, therefore, to initiate a city-wide free transfer system.

MEASURE 4 : By all possible means promote the inauguration of a city wide system of free transfers between bus routes.

#### JOURNAL SQUARE

In the chapter CENTRAL BUSINESS DISTRICTS the bus transportation problem in and around Journal Square is discussed in detail, and recommendations are made for re-routing the buses in connection with a proposed new union bus terminal to be located south of Pavonia Avenue and east of Hudson Boulevard, adjacent to the railroad cut. For the most effective operation of bus routes in connection with the proposed terminal, Broadway should be extended to Hudson Boulevard and Central Avenue should be extended to Pavonia Avenue as described in the chapter, SELECTED HIGHWAY PROBLEMS.

#### DOWNTOWN

At present nine bus routes are operated to Exchange Place in Downtown Jersey City, where passengers transfer to and from the Hudson and Manhattan Railroad. This transfer could be more efficiently made at the Grove Street station, through which trains to both uptown and downtown Manhattan operate. We propose, therefore, that a new union bus terminal be established at Grove Street and Railroad Avenue (see MASTER PLAN -- Land Use). All but two of the present routes now operating to Exchange Place could be ended at the new terminal unless additional service to Exchange Place was deemed necessary during rush hours. The Montgomery and West Side line might be routed from Montgomery Avenue south on Van Vorst Street, east on Essex Street, north on Hudson Street and west again on Montgomery Street. The #9-Newark Avenue line could go through the proposed terminal, east on Wayne, Gregory and York Streets, south on Hudson Street, west on Essex Street, north on Warren Street, west on Newark and Railroad Avenues and through the proposed terminal again.

The above-described plan would save more than one mile of bus operation per round trip for most of the busses; it would distribute service more evenly in the Paulus Hook area;



and it would relieve the congestion on lower Montgomery Street -- all without sacrifice of convenience to the bus rider. Furthermore, it would permit abandonment of the present Public Service Terminal at the foot of Exchange Place and so make additional land available for the redevelopment of the waterfront (see chapter on WATERFRONT, MANUFACTURING AND HEAVY COMMERCE).

MEASURE 5 : Press for construction of a new union bus terminal at the Grove Street station of the Hudson and Manhattan Railroad, to be used in place of the present Exchange Place Terminal.

#### GREENVILLE

Although some thirteen bus lines now pass through Greenville, the present routes are almost entirely north-south, with no east-west route between Danforth Avenue and Montgomery Street. This leaves the main Jackson Avenue shopping center in the vicinity of Claremont Avenue well nigh inaccessible to residents of the extreme easterly and westerly sections of Greenville. The following modification of routes would relieve this situation and result in a more even distribution of bus service throughout the section:

MARION AND MALLORY. Extend operation from present terminal at State Highway #1 and Danforth Avenue to a new terminal at Danforth and West Side Avenue.

#9-NEWARK AVENUE. Run via present route from Journal Square to Grant Avenue, east on Grant Avenue, south on Jackson Avenue, east on Wegman Parkway, south on Ocean Avenue, east on Danforth Avenue to Princeton Avenue.

MONTGOMERY AND WEST SIDE. From present terminal at Culver and West Side Avenues extend operation south on West Side Avenue to Danforth Avenue.

#7-JACKSON AVENUE. When bus is substituted for trolley on this line, run via present route to Seaview Avenue and thence west to Seaview and Romar Avenues.

#8-JACKSON AVENUE. From Journal Square run via present route to Danforth Avenue and thence west to Danforth and West Side Avenue.

GREENVILLE. From terminal at Exchange Place run west on Montgomery and Newark Avenues, south on Brunswick



Street and Pacific Avenue, west on Caven Point Road and Claremont Avenue, south on Jackson Avenue and west on Audubon Avenue to West Side and Audubon Avenues.

#### HUDSON CITY

The following change would improve access between the Central Avenue shopping district and downtown Jersey City:

#18-HUDSON. Run via present route from Exchange Place Terminal to Newark Avenue; at proposed Central Avenue extension, run north on Central Avenue, west on Secaucus Road to Summit Avenue and via present route thereafter.

Delay at Five Corners could be avoided and trips shortened on #9-Newark Avenue and #44-Bergenline Avenue buses by routing them over Pavonia Avenue east of Summit Avenue rather than over Newark Avenue as at present. It appears that there still would be adequate service to Five Corners.

When Central Avenue is extended to Summit Avenue over the present Public Service right-of-way, it will be possible to improve the present Central Avenue bus route by running the busses north on Hudson Boulevard from Journal Square, east on Pavonia Avenue and directly north on the Central Avenue extension.

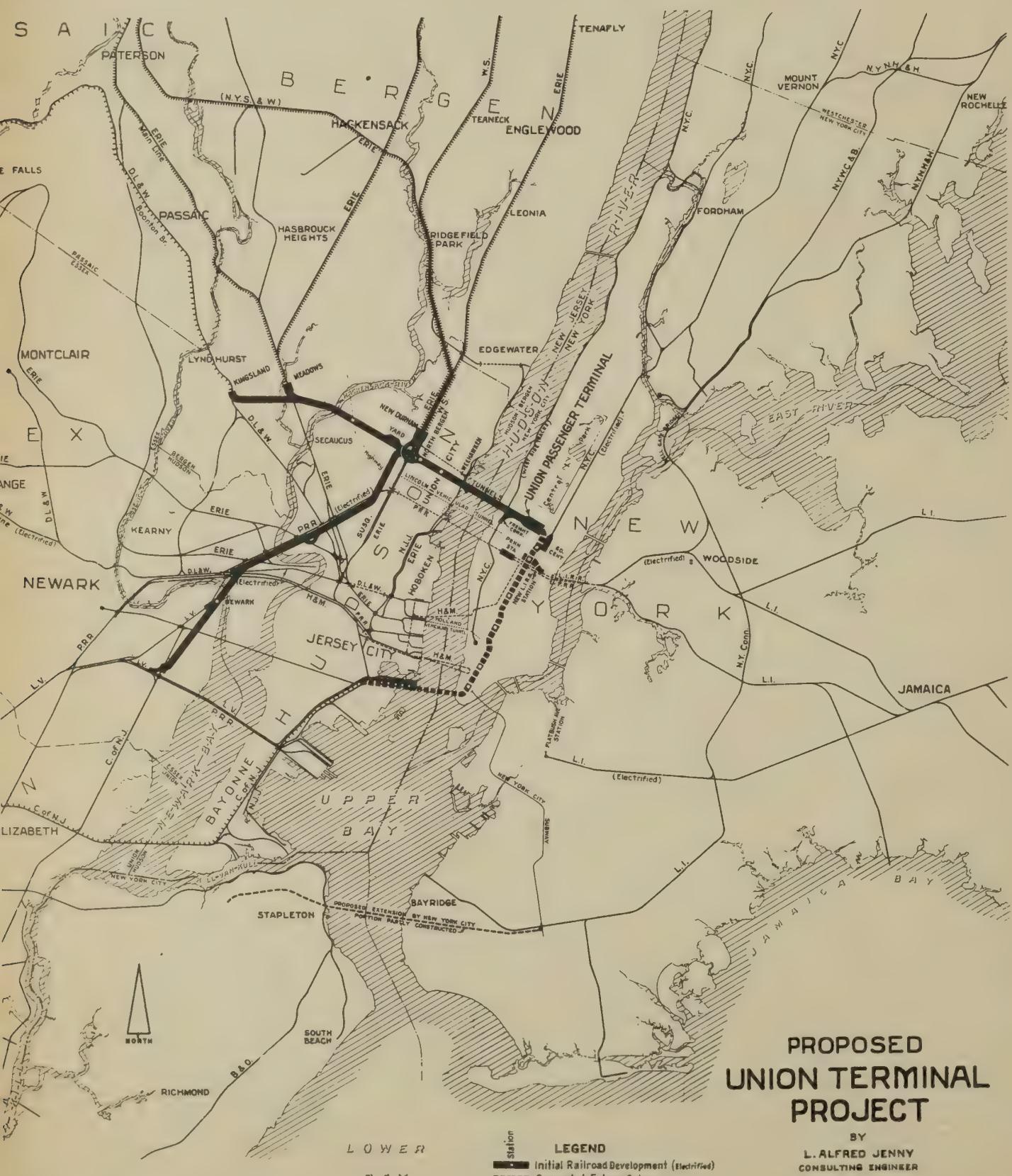
MEASURE 6 : Recommend that the city negotiate with the various bus companies involved to accomplish the above re-routing of bus lines.

#### RAILROADS

As we have shown in the section MASTER PLAN -- Land Use, railroad trunk lines, yards and terminals occupy almost 3,000 of the city's 8,200 acres of upland not used for public streets. Nine different railroad companies operate or share operation of four passenger terminals and a dozen freight yards and terminals entirely or partly within the city limits. Even a cursory analysis of present operations shows that this multiplicity of railroad facilities is uneconomical for the railroads, inconvenient for shippers and passengers and wasteful of land which could be used to better advantage for other purposes. By way of illustration, all freight from points on the Lackawanna or Erie Railroads and destined for

# RAILROAD CONSOLIDATION

## SUGGESTED PASSENGER TERMINAL FACILITIES



PROPOSED  
UNION TERMINAL  
PROJECT

BY  
L. ALFRED JENNY  
CONSULTING ENGINEER

SCALE 1"=1 MILE

AUGUST 1938

REVISED FEBRUARY 1942

## TRANSPORTATION

X - 9

loading on a ship at Pier D must be transferred from car to lighter and from lighter to ship; ferries are operated to New York from four different passenger terminals in Jersey City; etc.

### CONSOLIDATION OF FACILITIES AND OPERATIONS

The expense of changing facilities, competition between the railroads and an inability or unwillingness to see that overall savings could be made by doing things a different way all contribute to the difficulty of effecting a rational overall scheme of consolidation. Attempts to accomplish consolidation have failed in the past, but recent developments indicate that it is time to try again.

As a result of changed taxing procedures under the new State Constitution, the railroads in Jersey City are faced with doubled real property taxes just when rising costs of operation have seriously shrunk their net earnings. It is possible that the long-run economies which they could realize from consolidation of facilities and operations might now prove attractive enough to overcome a previous reluctance to take this course. We understand that negotiations already are under way between the Port of New York Authority, the Central Railroad of New Jersey, the Pennsylvania Railroad, the New York, Susquehanna and Western Railroad and the Hudson and Manhattan Railroad aimed at vacating the Jersey Central's Jersey City passenger terminal and extending shuttle service from a new terminal west of the Hackensack River to Susquehanna Transfer in North Bergen, with connections to the Hudson and Manhattan tube lines to Manhattan. The fact that these negotiations are taking place suggests the possibility of further consolidations.

In 1947 the State Department of Economic Development published a "Plan for Bringing the Railroads in New Jersey into a Union Passenger Terminal in Mid-Manhattan," a report to Governor Driscoll prepared for the department by Col. L. Alfred Jenny. Col. Jenny is a consulting engineer who long has been working with railroad problems in this metropolitan region and who has been particularly active in the movement for railroad unification and consolidation. His report, which includes a thorough analysis of the financial aspects, presents a plan to build connections, tunnels and a passenger terminal near Rockefeller Center in Manhattan to which all railroads now terminating in Hudson County would operate. The accompanying diagram is reproduced from his report and shows the physical improvements which would be required to accomplish this plan.



While Col. Jenny's plan provides for a connection to the West Side freight line of the New York Central Railroad in Manhattan to be used in non-rush hours, his report deals primarily with passenger operations and facilities. It outlines a system which not only would improve service for commuters to New York and eliminate the need for the present passenger terminals in Jersey City, but which would improve travelling conditions between various sections of the metropolitan area in New Jersey.

Though it appears that a consolidation of passenger operations as outlined in Col. Jenny's plan would be the best possible solution, a vast improvement over the present situation is possible even without the building of new tunnels under the Hudson River and a new terminal in New York. For example, the existing Lackawanna Terminal might be enlarged to serve as a union depot for all the passenger lines now terminating in Jersey City. Their trains could be brought in through the hill east of Tonnele Avenue using the Lackawanna's tracks. Connections, which appear to be minor, might be accomplished in the Tonnele and Kearny meadows.

From the proposed union terminal in Hoboken, passengers could travel via the Hudson and Manhattan Railroad to Jersey City and to New York, and an expanded ferry service could be established to several existing slips in various locations on the Manhattan shore. Upon completion of a legislated State Highway route between the Holland and Lincoln Tunnels, rapid bus connections could be established to midtown Manhattan.

Not only would such a union passenger terminal release duplicating sites, terminal equipment and ferries, but it would encourage New Yorkers to use the cooperating railroads more by simplifying the now terrifying and mysterious process (to them) of getting from New York to the right terminal in Jersey City.

Along with the consolidation of passenger terminal operations, a similar consolidation of freight operations appears urgently to be needed. Joint operations of facilities, including the New Jersey Junction and National Docks Railroads, would give access to all yards, piers, float bridges and spurs for all the railroads, thus greatly simplifying the freight handling process, improving service and reducing costs. The elimination of the need for duplicating facilities would permit abandonment of a considerable amount of land now used for these facilities and would encourage the redevelopment of the waterfront. (See WATERFRONT, MANUFACTURING



AND HEAVY COMMERCE.)

MEASURE 7 : By all possible means, promote joint planning and action by the railroads in Jersey City, aimed toward rationalization, consolidation and common operation of their facilities.

We believe that an effective step toward railroad consolidation would be for the city to engage a thoroughly qualified consultant specializing in railroad engineering to work on the problem with the railroads. Such a consultant would both protect the city's interests and advise the city authorities impartially concerning various aspects of the consolidation problem; and he would serve as a catalyst to the effort and a mediator of the various disagreements which might arise between the different railroads.

MEASURE 8 : Urge the city to retain a consultant specializing in railroad engineering to advise the city authorities and to work with the railroads to develop and execute a plan for the consolidation of railroad facilities and operations.

#### MISCELLANEOUS RAILROAD MEASURES

Regardless of when or to what degree consolidation and joint operation of railroad facilities is achieved, there are some steps which should be taken as soon as possible.

##### Covering of the Railroad Cuts

One of these steps is to have covered the open railroad cuts through the city wherever practicable. Specific suggestions for covering the Pennsylvania tracks adjacent to Journal Square are made in the chapter on CENTRAL BUSINESS DISTRICTS. Elsewhere in the city similar methods, appropriate to the surrounding areas, should be encouraged. Thus, if a new civic and cultural center is developed on the Waldo Avenue heights, the area over the railroad cut there might be bridged for a park in the manner of Riverside Park in New York City.

MEASURE 9 : Encourage the covering of the open railroad cuts in the city with housing developments, commercial buildings, garages, parks or other developments appropriate to the surrounding areas.



Elimination of Unused Yards

The Waldo Avenue Yards of the Pennsylvania Railroads are little used at present. Removal of the tracks and other equipment would make available a large area at the very center of the city and immediately adjacent to the proposed civil and cultural center. If this tract were to be developed into an extensive landscaped park, it would have a beneficial effect on the nearby areas, which now suffer from the blighting influence of the yards, and it would provide a fine setting for the city center above. Should it be necessary, the city might offer the railroad some of the property it now owns in areas proposed for industrial use in exchange for the Waldo Avenue Yards land.

MEASURE 10 : Request the city to negotiate with the Pennsylvania Railroad with the object of securing their Waldo Avenue Yards for development by the city as a landscaped park, offering in exchange city-owned property in one of the proposed industrial areas.

Railroad Avenue Viaduct

The elevated structure and tracks of the Pennsylvania Railroad over Railroad Avenue east of the Waldo Avenue Yards have a blighting effect on surrounding properties. These tracks are used almost exclusively for passenger trains which duplicate existing service furnished by the Pennsylvania through the tunnels of the Hudson and Manhattan Railroad between Newark and Cortlandt Street in Manhattan. During the winter of 1948 there were only 17 eastbound and 16 westbound trains scheduled on the elevated line on weekdays. Passengers using these trains, but destined for New York City, could change conveniently to the underground line at Newark rather than at Exchange Place, and their trip would not take more than two minutes longer. As an alternative, some Pennsylvania trains might be run to the proposed union terminal on the Hoboken city line.

Besides having a beneficial effect on the properties adjacent to it, the removal of the elevated structure on Railroad Avenue would permit abandoning the costly operation of the passenger terminal and ferry at Exchange Place. Furthermore, this would make available additional waterfront for redevelopment, as proposed in the chapter, WATERFRONT, MANUFACTURING AND HEAVY COMMERCE.

MEASURE 11 : Press for demolition of the elevated railroad on Railroad Avenue and of the terminal and



ferry slips at Exchange Place.

#### WATER TRANSPORTATION

Jersey City seems to offer the best potential location for port development in the entire Port of New York area. It has over  $2\frac{1}{2}$  miles of waterfront with depths sufficient for ocean-going vessels in a location ideally accessible for such ships; it is a principal eastern freight terminal for eight different railroads; and it is on the major truck route between the continent and New York City. That intensive use of the Jersey City waterfront as a port is potential rather than actual is the result of several factors, the most outstanding of which are the railroad rate structure, the virtual monopoly of the deep waterfront by railroad facilities and the obsolescence of pier facilities.

To date these factors have acted in a vicious circle to keep Jersey City from realizing its proper position as a major port in the metropolitan area. As was suggested above, it appears at this time that the recent change in taxing procedures may force a break in one of the inhibiting influences -- the large amount of deep waterfront owned and used by the railroads. If such be the case, it is time for the city government and all interested citizens' organizations to make a concerted effort to turn upward the trend of port development in Jersey City.

An increase in the use of Jersey City's port for ocean-going ships would be reflected in increased business of all kinds throughout the city; a major increase might result in the city's rejuvenation. While modern port facilities at today's construction costs might not pay large returns in themselves, they would bring additional indirect returns stimulated by the larger volume of shipping. The Port of New York Authority estimates that as a result of modernizing equipment at Port Newark, economies up to 50¢ per ton will be realized in freight handling there. Certainly equal economies could be realized with a similar program in Jersey City.

The investigation of development possibilities for the Jersey City port and the formulation of specific plans require expert and disinterested technical advice. A full program should be developed to include detailed plans, estimates of costs and revenues and a schedule for effecting a thorough modernization program for the city's deep water frontage.



MEASURE 12 : Recommend to the City Commissioners that they retain disinterested technical port development consultants to prepare detailed plans and estimates of costs and revenues for a complete modernization program of the city's deep water shipping facilities.

Any program developed for rehabilitating the Jersey City waterfront should be worked out, of course, in conjunction with the plans for railroad consolidation (for which analogous consultancy services are recommended above), since only in this way can the full benefit of the city's location be secured. Moreover, the program must be so designed that it may be realized in stages small enough to be financed by available means. Finally, the city government and every influential body in the city must exert every effort to make the plan into a reality.

#### AIRPORTS

After the completion of the modernization and expansion program contemplated by the Port of New York Authority, Newark Airport will serve as a major air terminal convenient to Jersey City. It is only 15 minutes by automobile from Journal Square; and with the completion of a projected rapid transit extension to the airport, passengers from Jersey City will be able to reach it directly by rail. Thus, scheduled airline service to and from Jersey City will be superior to that available in most cities of comparable size throughout the United States.

At present a private seaplane base is operated on Newark Bay near Droyers Point. However, the proposed high level highway bridge across the bay south of Droyers Point (see MASTER PLAN -- Streets and Highways) may seriously interfere with the operation of this base.

There are no facilities whatsoever for private land-based planes in the city. While this does not now appear to be a serious lack, the future development of travel habits may render it so in time. We believe that the Tonnele meadow north of New County Road offers a site suitable for development as a class I private airport. The land here is extremely cheap. Foundation conditions make it unlikely that the site will be in demand for building, but hydraulic fill could be pumped in to make the area suitable for a small airport. A landing field of the "air-park" type with several grass



strips might be desirable here in connection with a park development suggested in the chapter, MASTER PLAN -- Parks and Recreation. If necessary, because of space limitations, an arrangement might be worked out with neighboring Secaucus to use a portion of its meadows as well and to share the use of the airport.



## IMPROVEMENT PROGRAM

( EXCERPT FROM LETTER OF TRANSMITTAL )

We take this occasion to thank the Jersey City Department of Revenue and Finance for its cooperation in making the necessary data available to Dr. Bird of Dun and Bradstreet, who was our consultant on this portion of the Master Plan Report. In particular, we wish to express our appreciation to Mr. Raymond M. Greer and Mr. George V. Norton, who recently reviewed the figures and brought several of the tables up to date.



## I M P R O V E M E N T   P R O G R A M

The Master Plan of a city is a general guide to the city's physical improvement. In the preparation of the Master Plan, the Planning Board is wisely charged by the State Enabling Act to "give due consideration to the probable ability of the municipality to carry out, over a period of years, the various projects embraced in the plan without the imposition of unreasonable financial burdens." Accordingly, this chapter will relate the physical improvements suggested earlier in the report to the general financial structure of Jersey City.

At the very outset it must be stressed that a Master Plan in itself cannot solve many of the basic difficulties that confront cities. Indeed, referring to the quotation above, it might be stated that all cities and Jersey City among them already labor under "unreasonable financial burdens" and this before adding any planning program whatsoever. While it is beyond the scope of our report to struggle with the fundamental municipal fiscal problems that are occupying the full attention of urban economists throughout the country, these problems nevertheless inject themselves into the Master Plan in the form of its contradictions and impasses, several of which already have been described.

Perhaps the most glaring expression of these contradictions is our plea on the one hand for a drastic cutting of municipal expenditures to permit a lowering of the tax rate, and on the other hand the recommendation for physical improvements urgently needed if the city is to continue in competition with its neighbors. The appropriate policy for Jersey City probably lies somewhere between the extremes: a wholesale lopping off of municipal services or an all-out investment in civic betterment to the full debt limit. It is our recommendation that the program undertaken in fulfillment of the Master Plan should be financed without any increase in the rate of real estate taxation, but rather out of the funds that will become available from time to time as the city amortizes its present debt structure. Such a process is explained at length in the latter section of this chapter, wherein we reproduce a portion of a special report made for Churchill-Fulmer Associates by Dr. Frederick S. Bird of Dun and Bradstreet. The full report is on file at the offices of the Planning Board.



## SUMMARY OF PROPOSED EXPENDITURES

In Table I we summarize the principal public capital outlays recommended in the Master Plan. We have not included such projects as the general Journal Square improvement program, or parking facilities between Newark and Railroad Avenues because these improvements would be of special benefit to the properties immediately adjoining and therefore might be paid for largely through special assessment. Nor have we included the two projected bus terminals, the sewage disposal plant, or the clearance of land for large scale redevelopment: projects which must be made self-liquidating from the viewpoint of municipal finances and which might be financed by revenue producing bonds. It also should be noted that some of the Master Plan items, particularly the new schools, will have to be undertaken over the next period of years in any event: the Master Plan merely suggests erecting them in more favorable places. Lastly, it should be borne in mind that part of the municipal credit may be needed for improvements not contemplated at this time such as new water lines, sewer lines, fire equipment, etc.

The total capital cost to Jersey City represented by the projects listed in Table I is approximately \$63,000,000. Because of the nature of the city's general debt structure, the amount of borrowing which can be undertaken during the next few years without increasing the cost of debt servicing is somewhat limited. Our estimates show, for instance, that not more than \$18,000,000 in bonds could be issued in the six years 1948-1953 while holding the 1947 level of debt servicing.

However, some 85 percent of the general and school debt outstanding at the end of 1948 is due for retirement within the next ten years. Moreover, in the late 1950's the debt service charges decrease radically to a fraction of what they now amount to. Thus there will be ample credit to do the borrowing necessary for the Master Plan projects, not only without increasing debt service but even probably with some decline provided the bond issues are properly distributed over the twenty-five year interval after 1950.

Even in the next six years the rate of borrowing could safely be accelerated by judicious use of some of the city's large surplus to take care of the first few years of tight financing before the situation eases off. In this respect Jersey City is singularly fortunate.



## IMPROVEMENT PROGRAM

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## I

PRINCIPAL CAPITAL OUTLAYS PROPOSED IN MASTER PLAN  
 WHICH WOULD INVOLVE THE BONDED INDEBTEDNESS OF THE CITY  
 (In Thousands of Dollars of Estimated Cost)

<u>Master Plan Project</u>	<u>Total Cost</u>	<u>Cost to Jersey City</u>	<u>Cost to Other Gov't. Agencies</u>	<u>1/</u>
<b>STREET IMPROVEMENTS: 2/</b>				
Henderson Street between 9th and 12th Streets.....	50	25		25
Manhattan Avenue Extension to New York Avenue.....	203	52		151
Newark-Pavonia-Palisade Avenue Circle.....	81	81		-
Broadway Extension to Boulevard.....	777	70		707
Central Avenue Extension to Pavonia and Summit.....	194	194		-
Jackson Avenue Extension to Monticello Avenue.....	122	122		-
Pacific Avenue Extension to Brunswick Avenue.....	60	60		-
Arlington Avenue Extension to Astor Place.....	222	222		-
Ocean Avenue Extension to Carfield Avenue.....	37	37		-
Old Bergen Road Extension to Avenue C.....	120	120		-
East Side Highway -- Widening Henderson & Grove Sts..	1,700	567		1,133
Boulevard By-pass for Journal Square.....	1,561	157		1,404
Sub-Total.....	(5,127)	(1,707)		(3,420)
<b>PARKS, RECREATION AREAS AND SCHOOL SITES: 3/</b>				
SCHOOL BUILDINGS: 3/	39,000	39,000		-
13 on New Master Plan Sites.	16,250	16,250		-
5 Others Built Before 1900 to be Replaced.....	6,250	6,250		-
TOTAL	66,627	63,207		3,420

1/ Assuming that the county, state and/or federal agencies responsible for the streets involved would contribute a share of the improvement.

2/ Approximate order considering urgency and cost.

3/ Assuming a 36 classroom average @ \$35,000: \$1,250,000 per school; and neglecting possible federal aid.



## SUMMARY OF THE FINANCES OF JERSEY CITY 1/

The following summary of the finances of Jersey City, New Jersey, is designed primarily to permit a preliminary exploration of the city's ability to finance such capital improvements as may be necessary to effect an improvement in the economic status of the community. It is based mainly on the city's independent audits, on its budgets, and on data provided by its fiscal officers.

### Jersey City's Debt Obligations

Jersey City's debt load, formerly very heavy, has been reduced rapidly in recent years to a point at which it is only slightly above average for cities in its population group. There also has been a substantial decline in the past few years in the annual appropriation required for debt service. A particularly favorable feature of the city's debt is its structure. The bond maturity schedule, somewhat rearranged in recent years by constructive planning, provides not only for continued rapid retirement but for a steady and periodically downward trend of annual service requirements. This feature will permit considerable amounts of new borrowing without raising future service charges above the level at which they now stand.

The Debt Load. Jersey City's debt load is slightly above average for cities of 250,000-500,000 population. For purposes of fair comparison, over-all, net, tax-supported debt figures have been used. That is, over-all or composite figures have been computed, including direct city debt and a proportionate share of the debt of each overlapping local unit of government -- county, school district and special taxing district or districts -- based on the percentages of the taxes of such units paid by the taxpayers of the city. In the instance of Jersey City, 44.6 percent of the debt of Hudson County is included. The net figures used have been computed by deducting from gross debt all general sinking funds, all debt incurred for public service enterprises to

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1/ This section, prepared for Churchill-Fulmer Associates by the Municipal Service Department of Dun and Bradstreet, was written at the beginning of the Master Plan study so that its conclusions might be used throughout the report. While much of the material dates from September 1947, the month in which it was completed, there has been little



## IMPROVEMENT PROGRAM

the extent that such enterprises are self-supporting and all temporary borrowing in anticipation of taxes. Jersey City's overall net debt has been computed as shown in Table II.

Jersey City's overall net debt amounts to \$134.16 per capita, on the basis of 1940 population (the last year definitely known), and to 8.15 percent of the 1947 assessed valuation, which is assumed to be 100 percent of full value. It compares as follows with the median, high and low figures, computed in a similar manner, as of various dates within the past year, for the 23 U.S. cities of 250,000-300,000 population in 1940 (see Table III).

The debt loads of New Jersey municipalities are, on the average, higher than those of municipalities generally in the United States. Thus the figures shown in Table III for Jersey City are very close to the 1946 medians of \$132.02 per capita and 7.2 percent of estimated full taxable value for all New Jersey municipalities over 10,000 population. Among the six cities over 100,000 population in the State, Jersey City's overall net debt of \$134.16 per capita ranks third, after Camden (\$230.24) and Newark (\$141.47); but is higher than those of Trenton (\$121.91), Paterson (\$99.70) and Elizabeth (\$81.55).

Recent Trend of Debt. The city's gross and net debt reached a peak in 1933. Both gross and net have since declined annually. By December 31, 1946, gross debt had declined 42.4 percent and net debt had declined 45.9 percent. This reduction, which compares very favorably with the record of the average city, was accomplished by adherence to a schedule calling for rapid retirement and by virtual avoidance of new capital borrowing since 1933.

Overlapping Hudson County has also been successful in reducing its debt, its net debt having declined 40.2 percent from 1933 to December 31, 1946. Jersey City's proportionate share of the County's net debt has declined 48.0 percent. The overall net debt, consequently, has declined 46.3 percent in this 13-year period.

1/ (continued from previous page)

change in the fiscal setting in the intervening time. We have brought Tables V and VI up to date, however, with the assistance of the Comptroller's Office, and the revised Tables appear following the earlier ones.



## IMPROVEMENT PROGRAM

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II  
STATEMENT OF DEBT, APRIL 1, 1947

	<u>Amount</u>	<u>Sinking Funds 1/</u>
DIRECT DEBT		
General Purpose Bonds	\$28,965,500	2/ ( \$3,327,553
School Bonds	7,111,000	6,920,630
Water Bonds	11,207,000	
School Notes	175,000	
Gross Direct Debt	<u>\$47,458,500</u>	
Deductions:		
Water Bonds	11,207,000	
General Sinking Funds	<u>3,190,000</u>	3/
Net Direct Debt	<u>\$33,061,500</u>	
OVERLAPPING NET DEBT		
Hudson County (44.6%)	<u>7,344,064</u>	(12-31-46)
Overall Net Debt	<u>\$40,405,564</u>	

1/ As of December 31, 1946.

2/ Including \$400,000 emergency housing bonds sold 4-24-47.

3/ Total general and school term bonds outstanding, rather than the larger amount of available sinking funds.

III  
RANGE IN OVERALL NET DEBTS  
Cities of 250,000-500,000 Population

	<u>Per Capita</u>	<u>% of Estimated Full Taxable Value</u>
Median	\$100.34	6.2%
High	155.20	12.1
Low	38.40	2.3
Jersey City	134.16	8.1

IV  
TREND OF DIRECT AND OVERALL NET DEBT, 1930-46

<u>Dec. 31</u>	<u>Direct</u>	<u>Proportionate Share</u>	<u>Combined</u>
	<u>Net Debt</u>	<u>of Net County Debt</u>	<u>Net Debt</u>
1930	\$48,289,057	\$14,927,091	\$63,216,148
1933	61,077,677	14,127,262	75,204,939
1934	59,393,068	13,604,749	72,997,817
1937	56,790,314	12,135,878	68,296,192
1941	48,602,864	12,083,362	60,130,044
1942	45,446,475	11,389,441	56,835,916
1943	42,422,452	10,303,758	52,726,210
1944	39,429,883	9,217,599	48,647,482
1945	35,607,500	7,750,636	43,358,636
1946	33,086,500	7,344,064	40,405,564

Note: Net debt includes gross bonded debt less general sinking funds and less self-supporting water debt, and also includes temporary debt less cash balances.



Table IV shows the trend, from the end of 1930 through the end of 1946, of the City's net debt, the City's proportionate share of the County's net debt, and the combined net debt.

In this same period from December 31, 1933, to December 31, 1946, the City reduced its gross water debt from \$16,022,755 to \$11,207,000 and its gross water debt less sinking funds from \$12,615,723 to \$4,276,370, a reduction in net water debt of 66.1 percent.

Recent Trend of Debt Service. One major item of expense in Jersey City, debt service, has been running counter to the generally upward trend. The requirement in 1947 for principal and interest on general purpose and school bonds is \$4,025,276. This represents a reduction of \$1,680,266 or 29.4 percent from the peak of \$5,705,542 in 1940, and a reduction of 20 percent from the requirement of \$5,041,844 so recently as 1943. Although the City's debt has been declining since 1933, payments for the amortization of term bonds and heavy requirements to meet the rapid retirement schedule for serial bonds have prevented a reduction in annual debt service until recently.

A large portion of the recent reduction in annual debt service, in fact, has been due to a judicious replanning of debt structure and to constructive use of a portion of the City's accumulated cash surplus. Briefly, in 1940 the City initiated a plan to refund certain bonds in its and the State's sinking funds, and at the same time to utilize the surplus in its sinking funds, as a means of securing a more even bond maturity level and of reducing future annuity payments from taxes for term bonds. Interest on the bonds refunded was reduced to  $3\frac{1}{2}$  percent. Again, in 1945, the City used \$3,713,100 of its large cash surplus to make full payment to the sinking fund of all annuities due through 1963, the final year of term bond maturities. The \$1,338,255 Jersey City term bonds held in the sinking fund were cancelled, and since future sinking fund requirements were fully provided for, the \$5,567,500 serial bonds held as investments were refunded with bonds bearing interest at  $\frac{1}{2}$  of 1 percent. The execution of these two plans not only produced immediate savings in debt service, but effected a considerable reduction in future tax requirements.

Comment on the trend of debt service has been restricted to tax-supported debt, i.e. general purpose and school bonds, because water debt is being serviced from the adequate earnings of the water system. It may be noted, however, that the transfer of surplus to sinking funds in 1945 included all



future annuity requirements for water term bonds and that water debt service declined from \$1,094,525 in 1940 to \$823,971 in 1946, a reduction of 24.7 percent.

Future Trend of Debt Service. The City is favorably situated with respect to the trend of tax requirements for future debt service. It is assumed, particularly since water rates have been raised this year, that water system earnings will continue to be adequate to service water debt, including \$2,400,000 new bonds which the city expects to issue for extensions and improvements. Future tax requirements for debt service, therefore, may be expected to be those for general purpose and school bonds only.

The city's bonded debt at April 1, 1947, but including \$400,000 emergency housing bonds sold April 24, totalled \$47,283,500, classified as follows as to purpose and form.

	<u>Serial</u>	<u>Term</u>	<u>Totals</u>
General and Schools..	\$32,886,500	\$3,190,000	\$36,076,500
Water.....	4,456,000	6,751,000	11,207,000
Totals	\$37,342,500	\$9,941,000	\$47,283,500*

\*Additionally, \$175,000 school capital notes were outstanding, due through 1949.

The general and school serial bonds mature very rapidly, 40 percent in the five years 1947-51, 77 percent in the ten years 1947-56, and all in 21 years through 1967. Annual maturities hold at the \$2,700,000-\$2,600,000 level through 1954, then decline rapidly to a final \$16,000 in 1967 (see Table V).

The general and school term bonds mature variously in 1949 through 1963; the water term bonds in 1961. At December 31, 1946, general and school sinking fund assets were \$137,553 in excess of term bonds outstanding and water sinking fund assets were \$169,630 in excess of water term bonds outstanding. Sinking fund assets totalled \$10,248,183 and included \$89,683 cash, \$3,760,000 U.S. Government bonds, and \$6,398,500 Jersey City bonds. Thus all future term maturities are covered, with a surplus of \$307.183, and all

future earnings of the sinking fund will constitute surplus. Over \$5,000,000 of the City's serial bonds held as sinking fund investments bear interest at  $\frac{1}{2}$  of 1 percent per annum, limiting future earnings but also limiting the future interest charge to be met by the taxpayer.



## SCHEDULE OF BOND MATURITIES

<u>Year</u>	<u>General and School</u>		<u>Water</u>	
	<u>Serial</u>	<u>Term</u>	<u>Serial</u>	<u>Term</u>
1947	\$2,691,000	\$ -	\$289,000	\$ -
1948	2,716,000	-	289,000	-
1949	2,683,000	751,000	289,000	-
1950	2,669,000	-	289,000	-
1951	2,646,000	-	289,000	-
1952	2,659,000	-	289,000	-
1953	2,639,000	731,000	289,000	-
1954	2,636,000	-	289,000	-
1955	2,163,000	-	289,000	-
1956	2,239,000	-	290,000	-
1957	1,993,000	-	290,000	-
1958	1,708,000	80,000	290,000	-
1959	926,500	-	290,000	-
1960	680,000	13,000	271,000	-
1961	632,000	1,062,000	151,000	6,751,000
1962	556,000	332,000	104,000	-
1963	523,000	221,000	51,000	-
1964	250,000	-	36,000	-
1965	188,000	-	36,000	-
1966	98,000	-	19,000	-
1967	16,000	-	11,000	-
1968	-	-	11,000	-
1969	-	-	5,000	-

Note: See Revised Table Va showing effect of bonded debt issued by Jersey City since September, 1947.

COMMISSIONER  
JAMES F. MURRAY  
MEMORIAL COLLECTION



## IMPROVEMENT PROGRAM

foll. p. XI-6

Va  
SCHEDULE OF BOND MATURITIES  
(Revised as of October 26, 1948)

<u>Year</u>	<u>General and School</u>		<u>Water</u>	
	<u>Serial</u>	<u>Term</u>	<u>Serial</u>	<u>Term</u>
1947	\$2,691,000	\$ -	\$ 289,000	\$ -
1948	2,771,000	-	349,000	-
1949	2,835,000	751,000	349,000	-
1950	2,763,000	-	339,000	-
1951	2,739,000	-	339,000	-
1952	2,757,000	-	339,000	-
1953	2,722,000	731,000	339,000	-
1954	2,711,000	-	339,000	-
1955	2,238,000	-	339,000	-
1956	2,314,000	-	340,000	-
1957	2,068,000	-	340,000	-
1958	1,783,000	80,000	340,000	-
1959	941,500	-	360,000	-
1960	695,000	13,000	341,000	-
1961	647,000	1,062,000	221,000	6,751,000
1962	571,000	332,000	174,000	-
1963	538,000	221,000	121,000	-
1964	265,000	-	106,000	-
1965	203,000	-	106,000	-
1966	113,000	-	89,000	-
1967	31,000	-	81,000	-
1968	15,000	-	81,000	-
1969	15,000	-	80,000	-
1970	15,000	-	75,000	-
1971	15,000	-	75,000	-
1972	15,000	-	75,000	-
1973	15,000	-	75,000	-
1974	15,000	-	75,000	-
1975	15,000	-	75,000	-
1976	15,000	-	68,000	-
1977	15,000	-	58,000	-
1978	10,000	-	-	-
1979	5,000	-	-	-
1980	5,000	-	-	-
1981	5,000	-	-	-
1982	5,000	-	-	-
1983	5,000	-	-	-

Note: The above maturities do not include \$2,150,000 of School Bonds which have been authorized but not issued and \$350,000 of Housing Bonds which will be authorized in November.



Since all term bonds outstanding are more than covered by sinking funds and earnings of the water department should be adequate to cover future service on water bonds, the future charges to the general budget will be limited to retirement of the \$33,081,500 general and school serial bond and note principal and payment of interest on the \$36,251,000 serial and term general and school bonds and notes. The total annual service requirement, principal and interest, payable from taxes, is \$4,025,276 in 1947, declines slightly in 1948 and 1949, moves down steadily in 1950-54, drops sharply in 1955 and periodically thereafter, and reaches a final \$16,750 in 1967 when the last serial bonds mature.

Table VI shows the trend of annual service charges on tax-supported debt and, in the final column, the decline each year from the requirement for 1947.

Relation of Debt Structure to Future Capital Financing. Because of a favorable structure of present debt, the City is in a position to do a considerable amount of new general purpose borrowing over the next several years, if it finds this necessary or desirable, without increasing its debt, and without increasing its debt service, above the 1947 level. This is especially significant in view of the facts that net debt at the beginning of 1947 was 45.9 percent below the 1933 peak and tax-supported debt service in 1947 is 29.4 percent below the 1940 peak.

It will be shown in the following paragraphs that a six-year capital program, financed in 1948-53, could include the issuance of \$18,000,000 general purpose bonds without increasing the net, tax-supported debt above that at the beginning of 1947, and without increasing debt service above the \$4,000,000 level of 1947. This report does not presume to advocate such a program; it is designed merely to show the limit which planners might approach without increasing the present budgetary charge for debt service.

In the seven years 1947-53, \$18,878,000 general and school serial bonds and notes are scheduled to mature, in almost even amounts averaging \$2,697,000 annually. This year \$421,000 general bonds have been issued, leaving a prospective net reduction through 1953 of \$18,457,000. This represents the amount of new bonds that can be issued through 1953 without, if issues are judiciously distributed, raising the net debt at any time above the level at the beginning of 1947. These figures do not take account of the fact, moreover, that \$751,000 general term bonds are due for retirement in 1949 and \$731,000 in 1951.



VT

## FUTURE DEBT OF TAX-SUPPORTED DEBT SERVICE

<u>Year</u>	<u>Principal</u>	<u>Interest</u>	<u>Total</u>	<u>Decline from 1947</u>
1947	\$2,600,000	\$1,334,276.25	\$4,025,276.25	\$ -
1948	2,715,000	1,227,632.25	3,945,632.25	79,644.00
1949	2,830,000	1,098,693.75	3,963,693.75	61,582.50
1950	2,675,000	968,843.75	3,643,843.75	381,432.50
1951	2,652,000	855,552.50	3,507,552.50	517,723.75
1952	2,665,000	742,785.00	3,407,785.00	617,491.25
1953	2,643,000	616,046.25	3,259,046.25	766,230.00
1954	2,636,000	502,963.00	3,138,963.00	886,313.25
1955	2,163,000	422,396.25	2,585,396.25	1,439,880.00
1956	2,239,000	355,497.50	2,594,497.50	1,430,778.75
1957	1,993,000	296,577.50	2,289,577.50	1,735,698.75
1958	1,708,000	245,783.75	1,953,783.75	2,071,492.50
1959	926,500	198,942.50	1,125,442.50	2,899,833.75
1960	680,000	167,782.50	847,782.50	3,177,493.75
1961	632,000	123,077.50	755,077.50	3,270,098.75
1962	556,000	80,215.00	636,215.00	3,389,061.25
1963	523,000	44,187.50	567,187.50	3,458,088.75
1964	250,000	24,365.00	274,365.00	3,750,911.25
1965	188,000	13,787.50	201,787.50	3,823,488.75
1966	98,000	5,600.00	103,600.00	3,921,676.25
1967	16,000	750.00	16,750.00	4,008,526.25
	\$33,517,500	\$9,325,755.25	\$42,843,255.25	\$41,687,546.00

Note: See Revised Table VIa showing effect of bond debt issued by Jersey City since September 1947.



VIIa  
**FUTURE TREND OF TAX-SUPPORTED DEBT SERVICE**  
 (Revised as of October 26, 1948)

<u>Year</u>	<u>Principal</u>	<u>Interest</u>	<u>Total</u>	<u>Up to Date</u>	<u>For 1947</u>	<u>Principal Authorized</u> <u>But Not Issued</u>
1947	\$2,000,000	334,276.25	\$4,025,276.25	\$ -	\$ -	\$ -
1948	2,000,000	235,838.75	4,006,838.75	18,437.50	-	-
1949	2,000,000	126,308.75	3,959,308.75	65,967.50	35,000	
1950	2,000,000	993,753.75	3,756,753.75	268,522.50	90,000	
1951	2,739,000	878,777.50	3,617,777.50	407,498.75	90,000	
1952	2,757,000	64,330.00	3,521,330.00	503,946.25	90,000	
1953	2,722,000	635,796.25	3,357,796.25	667,480.00	90,000	
1954	2,711,000	521,090.50	3,232,090.50	793,185.75	90,000	
1955	2,238,000	438,346.25	2,676,346.25	1,348,930.00	90,000	
1956	2,314,000	369,557.50	2,683,557.50	1,341,718.75	90,000	
1957	2,068,000	308,747.50	2,376,747.50	1,648,528.75	90,000	
1958	1,783,000	256,093.75	2,039,093.75	1,986,182.50	90,000	
1959	941,500	207,422.50	1,148,922.50	2,876,353.75	55,000	
1960	695,000	175,865.00	870,865.00	3,154,411.25	55,000	
1961	647,000	130,762.50	777,762.50	3,247,513.75	55,000	
1962	571,000	87,502.50	658,502.50	3,366,773.75	55,000	
1963	538,000	51,077.50	589,077.50	3,436,198.75	55,000	
1964	265,000	30,857.50	295,857.50	3,729,418.75	55,000	
1965	203,000	19,882.50	222,882.50	3,802,393.75	55,000	
1966	113,000	11,297.50	124,297.50	3,900,978.75	55,000	
1967	31,000	6,050.00	37,050.00	3,988,226.25	55,000	
1968	15,000	4,902.50	19,902.50	4,005,373.75	55,000	
1969	15,000	4,505.00	19,505.00	4,005,771.25	50,000	
1970	15,000	4,107.50	19,107.50	4,006,168.75	50,000	
1971	15,000	3,710.00	18,710.00	4,006,566.25	50,000	
1972	15,000	3,312.50	18,312.50	4,006,963.75	50,000	
1973	15,000	2,915.00	17,915.00	4,007,361.25	50,000	
1974	15,000	2,517.50	17,517.50	4,007,758.75	50,000	
1975	15,000	2,120.00	17,120.00	4,008,156.25	50,000	
1976	15,000	1,722.50	16,722.50	4,008,553.75	50,000	
1977	15,000	1,325.00	16,325.00	4,008,951.25	50,000	
1978	10,000	927.50	10,927.50	4,014,348.75	55,000	
1979	5,000	662.50	5,662.50	4,019,613.75	60,000	
1980	5,000	530.00	5,530.00	4,019,746.25	60,000	
1981	5,000	397.50	5,397.50	4,019,878.75	60,000	
1982	5,000	265.00	5,265.00	4,020,011.25	60,000	
1983	5,000	132.50	5,132.50	4,020,143.75	60,000	
1984	-	-	-	-	60,000	
1985	-	-	-	-	60,000	
1986	-	-	-	-	60,000	
1987	-	-	-	-	60,000	
1988	-	-	-	-	60,000	



Approximately the same amount of general purpose bonds could be issued in the six years 1948-53 without increasing annual debt service above the \$4,000,000 level of 1947. This is possible because of the steady decline in future service charges on present general purpose debt, as shown above in Table VI. But because the first sharp drop in debt service does not occur until 1955, no very large blocks of bonds could be issued in any single year before 1954 without raising debt service above the 1947 level.

A basis for determining the amounts of new borrowing which are feasible without raising debt service above the current level is provided in Table VI above, by treating the amount of the decline in debt service each year from the 1947 level as available for the service of new debt. The application of this increasing margin would, of course, produce a variety of results, depending on such factors as the timing of new borrowing, the nature of the retirement schedule, and the rate of interest. As a means of illustrating the possibilities, a hypothetical borrowing program has been set up providing for the issuance of \$18,000,000 bonds in the six years 1948-53, as follows:

- |      |   |
|------|---|
| 1948 | \$3,000,000, due \$70,000 annually in 1949-52, \$95,000 in 1953, and \$105,000 annually in 1954-78.               |
| 1949 | \$5,500,000, due \$130,000 annually in 1950-54, \$190,000 annually in 1955-59, and \$195,000 annually in 1960-79. |
| 1950 | \$2,500,000, due \$75,000 annually in 1951-55, \$105,000 annually in 1956-75, and \$25,000 in 1976.               |
| 1951 | \$2,000,000, due \$60,000 annually in 1952-55, \$90,000 annually in 1956-74, and \$50,000 in 1975.                |
| 1952 | \$3,000,000, due \$80,000 annually in 1953-54, and \$120,000 annually in 1955-78.                                 |
| 1953 | \$2,000,000, due \$60,000 annually in 1954-55, \$90,000 annually in 1956-75, and \$80,000 in 1976.                |

Of these six issues, totalling \$18,000,000, the first two are arranged to mature over 30 years, the third in 26 years, the fourth in 24 years, the fifth in 26 years and the sixth in 23 years. Table VII shows approximate debt service requirements, assuming an interest rate of  $2\frac{1}{4}$  percent on all issues.<sup>1/</sup>

<sup>1/</sup> At present (January 1, 1949) an interest rate of 3 percent



## VII

APPROXIMATE SERVICE REQUIREMENTS ON \$18,000,000 BONDS  
 ISSUED IN SIX YEARS 1948-53  
 Approximate Annual Requirements for Principal and Interest

<u>Issues</u>	<u>1948</u>	<u>1950</u>	<u>1951</u>	<u>1952</u>	<u>1953</u>	<u>1954</u>	<u>1955</u>
\$3,000,000	\$137,500	\$135,925	\$134,350	\$132,775	\$156,200	\$164,063	\$161,700
5,500,000	-	253,750	250,825	247,900	244,975	242,050	299,125
2,500,000	-	-	131,250	129,563	127,875	126,188	124,500
1951	-	-	-	105,000	103,650	102,300	100,950
1952	-	-	-	-	147,500	145,700	163,900
1953	-	-	-	-	-	105,000	103,650
Total	\$137,500	\$389,675	\$516,425	\$615,238	\$780,150	\$885,301	\$953,825
Funds Available	\$141,226*	\$381,432	\$517,724	\$617,491	\$766,230	\$886,313	\$1,439,880

\* combined margin available, 1948 and 1949.



The item, "funds available," represents the margin between each year's service on debt presently outstanding and the debt service requirement for 1947. The approximate service requirement on the \$18,000,000 bonds reaches its peak in 1955 and declines thereafter. "Funds available" in 1955 would exceed the peak by \$486,000; in other words, total annual debt service would again begin a decline in that year, when it would amount to about \$3,540,000.

The foregoing discussion is intended primarily to indicate one means of taking future budgets into consideration in the planning of capital outlays to be financed by borrowing. It may be pointed out, however, that there exists somewhat more flexibility for capital financing without increasing future budgets than is indicated in the downward trend of service requirements for present debt. In the first place, the sinking fund has a small surplus and all future earnings of the sinking fund will constitute surplus items which can be reserved for future debt service. In the second place, the city has a large general cash and investment surplus, some portion of which might be used to supplement capital borrowing. A succeeding section indicates the size and character of this surplus.

The Legal Borrowing Margin. Jersey City's legal borrowing margin is more than adequate to cover a program such as that outlined above. At December 31, 1946, the city had a margin allowable for general and school purposes of \$13,092,552, and so long as there is no material change in the assessed valuation of real estate new bonds could be issued up to the amount of bonds retired without lowering this margin. The computation of the margin is as follows:

Average of assessed valuation of real estate, 1944-46.....	\$433,336,832	11%
Total capacity, 12-31-46.....	47,667,052	
Used.....	34,575,500	
Available, 12-31-46.....	\$ 13,092,552	

1/ (continued from previous page)

might have to be assumed. Furthermore the city has earmarked some additional funds for investment in the past year. The net effect of these changes, however, would merely postpone by approximately two years the program outlined here.



## IMPROVEMENT PROGRAM

The City's Current Financial Position

Surplus at End of 1946. The City's general fund, through which general operations and debt service are handled, closed 1946 with cash and U.S. Government securities \$15,233,057 in excess of current liabilities. The figures in Table VIII from the year-end balance sheet, indicate the situation.

This current account cash and investment surplus probably is the largest such surplus possessed by any U.S. city at the close of the last fiscal year. Accounting for it are the cash basis budget system under which the City operates, the City's budget policies, and the receipt in 1944-46 of a large amount of delinquent railroad taxes and penalties.

Since Jersey City adopted the State's optional cash basis budget system in 1936, in conjunction with the funding of its floating debt, it has adhered faithfully to the requirements of the system and has closed every year with a cash surplus. Expenditures have been kept consistently within budget appropriations and the City has followed a policy of conserving part of the cash surplus at the end of each year instead of using it in full to help balance the following year's budget. In the earlier years of operations under the cash basis budget system the City found it necessary to levy large amounts of extra taxes to offset high delinquency on both general and railroad taxes. In more recent years it has still been necessary to offset relatively high tax delinquency by the levy of extra taxes, but the City has had large "windfall" revenues in the payment by the railroads of delinquent taxes, interest and penalties, not included in budget estimates. Such receipts have included \$1,213,290 in 1942, \$5,505,356 in 1944, and \$9,327,073 in 1946. Part of this money was used in 1945 to cover all future sinking fund requirements for term bonds, but the greater portion of it was reflected in the large surplus at the end of 1946.

Prospects for 1947. It seems probable that the City will be able to close 1947 with a cash and investment surplus little, if any, reduced from the \$15,233,057 at the end of 1946. While \$7,450,000 surplus was used to help balance the 1947 budget, there are certain factors which suggest that it may not be needed. In March, 1947, the city received an un-budgeted \$2,359,144 in settlement of railroad tax claims for 1941. It seems probable, also, that the budget has underestimated tax collections by over \$4,000,000, as total collections are estimated at only 79.1 percent of the levy compared with actual collections of 95.7 percent last year. Additionally, the City appears to have estimated miscellaneous



## VIII

## GENERAL FUND YEAR-END CURRENT POSITION, DEC. 31, 1946

## CURRENT LIABILITIES

Tax Overpayments	\$ 1,640,217
Due Local Schools	3,429,879
Appropriation Reserves	2,225,045
Other	<u>143,502</u>
Total	\$ 7,438,643

## CASH AND INVESTMENTS

Cash	7,971,700
U.S. Government Securities	<u>14,700,000</u>
Total	<u>22,671,700</u>
 Cash and Investment Surplus	\$15,233,057
Taxes Receivable	20,725,275 <u>1/</u>
Other Receivables	868,565 <u>2/</u>
Property Acquired by Deed or Foreclosure	9,771,823

1/ Including \$576,726 2nd Cl. R.R. tax principal.

2/ Not including 2nd Cl. R.R. interest and penalties.



revenues conservatively and usually underspends its appropriations.

Thus there would seem to be good grounds for the belief that the City will still have all, or most, of its large surplus at the beginning of 1948. It cannot look forward, however, to much further replenishment of surplus from windfall revenues, as most of the delinquent railroad tax principal, interest and penalties have been received. Principal in the amount of \$576,726 and Central Railroad of New Jersey interest and penalties are still in litigation.

Since the present cash and investment surplus is much larger than is necessary for working capital, the question may be raised whether a portion of it might not be applied advantageously to the financing of essential capital improvements.

The general fund balance sheet at December 31, 1946, also showed property taxes receivable in the amount of \$20,725,275 and property acquired by deed and foreclosure listed at \$9,771,823. It would be unduly optimistic to appraise these assets at their full value, but they offer considerable potential aid for the financing of future budgets.



## ADMINISTRATION OF THE PLANNING PROCESS



## ADMINISTRATION OF THE PLANNING PROCESS

We have called this book a "Master Plan" report. Because that expression is somewhat misleading, it would be well perhaps to compare the master plan for a city with an architectural plan for a building. When someone is ready to have a building constructed, an architect is engaged to make the plans. These consist of working drawings (commonly called "blueprints") and specifications, and they are in such detail that a building contractor, by following them, can erect a structure exactly as planned by the owner and the architect. Not many months after the blueprints are completed, the building stands ready for occupancy. The highest building in the world, the Empire State Building, took just a year to build.

Contrary to a popular misconception, the Master Plan for a city is an entirely different sort of thing. It is not a blueprint for something about to be built; the completion of the plan is an event that may have no discernible effect upon the physical appearance of the city for a long time. This is particularly true of a mature city whose period of most rapid growth is already over.

The Master Plan is rather a guide. It is a means for influencing whatever may be built: for relating things done separately and at different times with what has already been done and what is likely in the future. It sets up a pattern for the more orderly disposition of things within the city, but the pattern remains a paper pattern until scores of building operations all over the city have changed the city itself.

The Master Plan is a framework, a broad outline of what the city might be. This outline is filled in not by the Planning Board nor even by the City Commissioners, but by the actions of the citizens, of those now living and of the generations which follow. The buildings they build, the parks they create, the streets they pave will be the details that will fill out the Master Plan outline. It is clear, then, that the realization of the plan will depend on whether it is understood and willingly accepted by the people of the city. If they can visualize the city as it is imagined in the Master Plan, then with determination it can become such a city.

In the concluding section of this chapter, we shall suggest a way to make the plan part of the thinking of the Jersey



City citizens, a process of utmost importance.

#### SUMMARY OF ALL MASTER PLAN RECOMMENDATIONS

Throughout this report we have sought to recommend a course of action to meet each need encountered. Such recommendations were generally set forth as "measures" whenever they were of a kind that could be reduced to simple and direct statement. In certain cases, however, the recommendations comprise whole sections or even whole chapters.

If we re-examine the recommendations, we find that they group themselves into several categories depending on who is primarily responsible for initiating them and getting them carried out. Accordingly, we shall summarize below what remains to be done by each of the main municipal agencies involved in the implementation of the city plan -- the Planning Board, the Board of Commissioners and the Citizens' Advisory Committee. This division of the work, we repeat, is to establish primary responsibility for each needed project: in the actual carrying out of the plan, however, there must be complete harmony and cooperation on each project by all the groups, official and unofficial.

#### PLANNING BOARD

##### Master Plan

The first responsibility of the Planning Board at this time is to adopt the Master Plan. This will require completion of the Board's study of this Consultants' Report, consideration of the recommendations made by the Citizens Advisory Committee and the preparation for publishing of a revised and approved version.

##### Permanent Staff

The initial step in the planning process -- the making of a broad Master Plan to establish major policies and the large pattern for future development -- has been carried out by the Consultants to the Planning Board. During the next year the Board must increasingly lessen its dependence upon outside help, starting its own permanent staff. We believe it should commence by engaging a technically trained staff planner to serve as full time Executive Director for the Planning Board. This Director would be responsible for carrying on the affairs of the Board and taking the initiative in bringing matters before the Board and in following them up with



city officials and others. The progress of the plan and the value of the Board to the city in large measure will depend on his ability, energy and tact. In order that there may be continuity in the work of the Board, however, it is recommended that the Consultants be retained for another year in an increasingly advisory capacity.

### Zoning

By far the most important instrument for guiding the future development of the city in the direction of the Master Plan is the zoning ordinance. The present ordinance was passed in 1931. If it is continued in effect it will nullify the plan, for it is based on an entirely different conception of land use.

In the past twenty years concepts of zoning have changed enormously; and the recently adopted new State Constitution authorizes the adoption of new zoning ordinances far superior in many respects to old ones. The Jersey City ordinance, now 18 years old, should be brought into line with modern practice and the needs of the comprehensive Master Plan as rapidly as possible.

Because of the close interdependence of zoning with the desired pattern of land use, the State enabling legislation wisely authorizes a city to confer the "additional authority and duty of acting as the zoning commission" upon the Planning Board. The reason for this is clearly set forth in the Municipal Zoning Enabling Act, Revised Statutes 40:55-32 where it states: "Such regulations shall be in accordance with a comprehensive plan..." By virtue of the many hours spent during the past several years analyzing Jersey City and developing a comprehensive plan to guide the orderly development of the city, the Planning Board members today constitute the best qualified group of persons in the city to carry out the rezoning. They have an intimate knowledge of conditions and a thorough grasp of the substance and the objectives of the Master Plan.

What is needed is a completely new zoning ordinance, not a mere amending of the old one. For this task an entirely new Zoning Commission must be established (perhaps the Planning Board as recommended above). This is not a function within the power of the existing Board of Adjustment. Indeed, after the adoption of a new zoning ordinance, the present Board of Adjustment would continue to serve as it now does to hear and decide appeals and requests for special exceptions, to authorize certain variances and to recommend to



the City Commissioners the granting of structure or use variances where justified. But a new ordinance can be drawn up only by a newly appointed Zoning Commission.

#### Continuous Functions

In addition to the special and immediate tasks outlined above, the Planning Board and its full-time planner will have to follow up the recommendations made throughout the Master Plan with the proper city officials, so that the projects do not become dormant. Most of the recommendations require action by the City Commission or by the Mayor, but it is the duty of the Planning Board to bring the various matters to their attention.

More and more the Board should act as a research agency for the Mayor and the city departments in matters pertaining to the physical development of the city, encouraging the maximum cooperation of the departments in its work and the closest coordination between the departments on all projects affecting the Master Plan.

Under the law the Planning Board may be called on to study and report upon certain matters referred to the Board by the Commissioners. Applications for redevelopment projects, proposed amendments to the zoning ordinance, parking regulations, etc. may be so referred. Moreover, the Board should continue to work on portions of the Master Plan which need further study. The detailed analysis of housing after the next Census; the study of traffic regulations after a PRA traffic survey in Hudson County; the assignment of special sites on the Master Plan for future public and semi-public buildings at strategic locations growing out of proposed street re-alignments; detailed improvement studies for certain selected areas, residential and industrial, are such future projects. And there will be still others not now foreseen.

#### CITY ADMINISTRATION

As is proper in our system of government, the major responsibility for carrying out the recommendations of the Master Plan lies with the elected officials of the city. Theirs also is the responsibility for weighing the wisdom of the suggested measures in the light of the whole plan and in proper relation to all the other elements in the municipal picture, of which they are most aware.

The majority of the recommendations in this report



primarily concern the city administration and entail action by one or another of the Commissioners. We hope, therefore, that the Commissioners will jointly decide the order of importance of the various proposals and assign responsibility for carrying them out to the appropriate departments.

For the convenience of those concerned with this work, the following list summarizes the recommendations made in the Master Plan Report which are primarily the responsibility of the Board of Commissioners. Some of these proposals are solely the concern of the city government; others depend on the initiative of the city, but also involve such other bodies and agencies as the County, State and Federal Governments, the Port of New York Authority, the Transit corporations, the Board of Education, the Citizens Advisory Committee, etc. The list is divided accordingly, and for each item it includes a numeral referring to the chapter and page which contains the proposed measure.

#### City Commissioners and Departments

Industrial Land Development (II-15). Develop convenient areas with sites for modern-type, spreading, one-story factory buildings.

Municipal Operating Expenses (II-27). Engage qualified and disinterested services to determine the most efficient and effective method for reducing municipal operating expenses.

Reduce Taxes (II-27 and VIII-7). Achieve a lower level of taxes on real estate by means capable of assuring investors of the permanence of such reduction and its stability against fluctuations.

Subdivision Control (III-11). Grant subdivision control powers to the Planning Board to insure against inefficient platting of the large unimproved tracts still available for development.

Parking (IV-7). Establish a Municipal Parking Authority to acquire and operate or lease lots and to install and operate parking meters in appropriate places.

Residential Planning Districts (V-entire). Establish residential planning districts and stimulate their improvement by public and private action.

Parks and Recreation Areas (VI-entire). Carry out Master Plan park and recreation area program over a period



of years, coordinating and combining wherever feasible the various separate agencies presently involved.

Civic and Cultural Center (VII-entire). Begin acquiring the necessary land for a new Civic and Cultural Center.

Site Acquisition for Housing (VIII-10). Assemble sites suitable for redevelopment.

Newark-Palisade Traffic Circle (IX-17). Install a traffic circle at the intersection of Newark, Palisade, Pavonia and Chestnut Avenues.

Central Avenue Extension (IX-18). Extend Central Avenue south to Pavonia and Summit.

Jackson and Monticello Avenue Connection (IX-19).

Improvement of the Junction (IX-19).

Pacific Avenue and Brunswick Street Connection (IX-21).

Railroad Rationalization (X-11). Retain a consultant specializing in railroad engineering to advise the city and to work with the railroads toward mutually beneficial consolidation.

Port Development (X-14). Retain a consultant specializing in port development to draw up an appropriate program and work toward its achievement with port authorities and agencies.

Airpark (X-14). Bring local aviation interests together to study the need for an airpark.

#### City and County

East Side Highway (IX-7). Work with the County to achieve early State action in securing the East Side Highway along the alignment selected in this Master Plan report. The alignment should be officially confirmed as early as possible so that other Master Plan elements which depend on its location may be settled with finality.

Henderson Street Bottleneck (IX-11). Carry out proposed alteration and traffic revision between 9th and 12th Streets in cooperation with the County.

Miscellaneous Highway Links. Work with the County to



secure the following highway improvements: extension of Broadway to the Boulevard (IX-17); extension of Manhattan to New York Avenue (IX-18); Journal Square By-Pass (IX-20); connection of Ocean and Garfield Avenues (IX-21); and extension of Old Bergen Road to Avenue C in Bayonne.

PRA Survey of Hudson County (IX-2a and K-5). Cooperate with County in obtaining a full survey of traffic in Hudson County by the Federal and State authorities.

#### City and State

Building-Line Setback Legislation (I-3). Obtain enabling legislation for ordinances setting back certain building lines to control future building along designated major thoroughfares.

Legislation for a Municipal Land Commission (II-5 and X-10). Obtain enabling legislation for a Land Commission with powers to assemble land and dispose of it for commercial and industrial redevelopment. This would supplement existing legislation for residential redevelopment, so that areas might be redeveloped with a proper balance of land uses. It would also make possible a comprehensive improvement of such central business districts as Journal Square.

Miscellaneous Highway Links. Request the early completion of the following State Highway projects: Trans-Meadow Highway (IX-4); East-Side Highway, trans-Dayonne Freeway and high level bridge over Newark Bay (IX-4); physical improvement of Tonnele Circle (IX-5); traffic circle at Communipaw and State Highway #1 (IX-17).

#### City and Federal Government

Freeport (II-7). Urge the establishment of a freeport utilizing a portion of the Jersey City waterfront.

Caven Point (III-4). Investigate the possibility of the release of the Caven Point Pier to enable the productive development of the large area inland from it.

Borings (III-4). Obtain full information on sub-surface conditions in the waters adjacent to the city, especially from Bayonne north to Pier XIV.

Housing (VIII-1). Press for additional federally-aided public housing for the lowest income group.



City and Transportation Companies

Railroad Belt-Line (II-17). Press for reduction in charges for inter-change and switching services.

Additional H & M Service (X-4). Urge additional stations and service as outlined in this report.

Bus Transfers (X-6). Promote the establishment of free bus transfer points.

Grove Street Terminal (X-7). Investigate the advisability of a new bus terminal at Grove Street and Railroad Avenue to relieve the Exchange Place terminal area.

Bus Reroutings (X-7). Investigate the feasibility of certain bus reroutings as outlined in this report.

Covering of Railroad Cuts (X-11). Encourage covering of railroad cuts by all possible means.

Waldo Yards (X-12). Negotiate to secure sufficient land from the Pennsylvania Railroad for a Central Park as shown on the Master Plan.

Railroad Avenue Trestle (X-12). Press for demolition of the Railroad Avenue Trestle and the abandonment of the Ferry Slips for more intensive port use.

City and Miscellaneous Agencies

Holland Tunnel Toll Reductions (II-8). In coordinated action with such interested groups as the New York-New Jersey Conference for Toll Reduction, urge a reduction of toll charges in the Holland and Lincoln Tunnels.

Abolition of Free Lighterage (II-9). Investigate fully all the effects of free lighterage in the Port of New York on Jersey City and take appropriate action, in accordance with the findings of such a study, with other agencies and groups of similar interest.

Journal Square Improvement Board (II-6 and III). Take the lead in the establishment of a Journal Square Improvement Board comprising top-level representatives of the involved property owners, transit companies, County authorities, City Transit authority, Jersey City Board of Commissioners and the Planning Board. This Board should retain consultants qualified in planning and engineering to prepare and carry



forward a full improvement program along the lines of the Master Plan proposal. Such a final program should be prepared under the close supervision of the Journal Square Improvement Board and preferably with funds raised by such a Board.

Board of Education. Enlist the cooperation of the Board of Education in furthering the objectives of the Master Plan. Through the placing of future school buildings, the Board is in a unique position to aid the emergence of the pattern of communities recommended throughout this report.

Port of New York Authority (III-9). Urge the Port of New York Authority to examine the possibility of constructing a rail-truck transfer station in the area bounded by 12th, Henderson, 14th and Coles Streets, to serve Hudson County with services similar to the Manhattan and Newark Union Terminal Freight Stations now under construction.

#### CITIZENS ADVISORY COMMITTEE

To the Citizens Advisory Committee falls the responsibility for making the Master Plan "part of the thinking of the Jersey City citizens." This process, as we have emphasized constantly, is absolutely essential to the long-range achievement of the objectives of the plan. We shall now suggest steps that might be taken by the Citizens Advisory Committee in the next few months.

#### Master Plan Report

Study this Consultants' Report to the Planning Board and return it to the Board with the recommendations of the Citizens Advisory Committee including corrections, revisions and approval or disapproval.

#### Public Education

After formal adoption of the Master Plan Report as amended by the Planning Board, the Citizens Advisory Committee might take the leadership in the following projects aimed toward enlisting broad citizen participation in the process of improving the city:

Community Associations. Establish community associations corresponding to the twenty-two Planning Districts. These associations would each study the Master Plan in relation to its own district and would develop a program for its own community improvement in collaboration with the Planning



Board. It should be emphasized again that the improvement of the city's communities will come about as much by their own endeavors as by the action of public bodies.

Business Associations. Coordinate the work of Business Associations corresponding to the Central Business Districts of the Master Plan (many of which already exist) and encourage them to develop improvement programs in cooperation with the Planning Board and the city.

School Projects. The carrying out of many portions of the Master Plan will remain to the next generation of citizens. Accordingly, it is recommended that the Master Plan Report be made a part of the Public School curriculum, so that the adults of tomorrow will thoroughly understand the evolving city pattern. Other cities have found syllabuses, textbooks and model-making projects centering around the municipal master plan to be stimulating and worthy educational projects. The Citizens Advisory Committee might sponsor a similar program here, enlisting the understanding and cooperation of the Board of Education in this invaluable work.

#### CONCLUSION

In concluding this Master Plan report, we underline the importance of a many-sided and cooperative community effort to bring about a better Jersey City. It is a task which challenges the best efforts of the people of the city, but it can be fulfilled by the joint action of the City Administration, the Citizens Advisory Committee, the Planning Board and the Citizens if they will it.





